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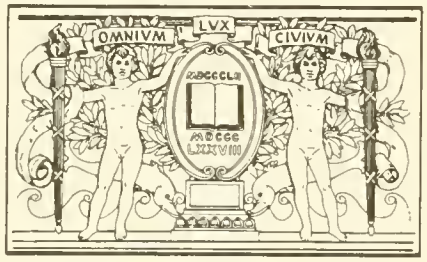

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Dec. 30, 1963

Boston's Proposed
COMMUNITY RENEWAL PROGRAM

BRA / 1311

Please give comments to:

Ray Rothermel or Brigitte Alexander
Planning Department
Boston Redevelopment Authority
City Hall Annex
Boston, Massachusetts

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BOSTON'S COMMUNITY RENEWAL PROGRAM

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BOSTON'S COMMUNITY RENEWAL PROGRAM

1. ITS OBJECTIVES

The Development Program, announced by Mayor Collins in 1960 has awakened the City. It has aroused among its people an enthusiasm and anticipation for change. It has encouraged local as well as national investors to consider new construction; it has pumped new blood into the construction industry and stimulated the local economy. Most important, it has restored the City's faith in its future. The City needed and still needs this "shot in the arm" in almost every aspect of life. So many things had to be done in 1960, and all of them so urgently, that immediate action had to come simultaneously on several fronts.

The response to the Mayor's call was a new partnership of public officials and private organizations and citizens in an ingenuous attack on the deficiencies of the City.

This attack has developed powerfully; its vigor offers evidence that the City can use the urban renewal process effectively and is prepared for major physical improvements, exceptional design, and new ways of social and physical planning.

Where in many American cities, the CRP serves as a springboard for action, in Boston the action has already begun.

Where often the CRP is the plan for the treatment of the ailing patient, in Boston it is a means for ensuring a longer, healthier life to a patient who is on his feet again.

Where in many cities the CRP has to be the generator of the forward thrust in Boston, the CRP takes a thrust already three years old and puts it on permanent footings, developing programs and policies which can carry the momentum forward and bring to fruition the actions and faith created in the initial years of the Development Program.

To say it another way, the Development Program has established a mission. The task now for CRP is to develop in depth and precision a longer term strategy for the mission. This is a strategy of timing and choice: timing in public and private actions interwoven into the existing and expected fabric of the City's change; choice between options in terms of the outcome of each as related to the mission.

Still another way of describing the purpose of the CRP is a military analogy: CRP is the staging field for a series of attacks on problems confronting a mission. The problems are obstacles to the mission. The mission is progressive change. The efforts of the past years have covered supplies, manpower, processes to be gathered together at the staging area. Public officials are ready to commit forces to the attack, to take options. The question is what direction to choose? How shall forces be distributed or consolidated? What is the impact of a swing on the left or right bank? What are the crucial sequences in timing? It is this phase of staging options which

is the function of the CRP.

Thus, it is the purpose of the CRP to develop in more depth and precision a long-term strategy for the reconstruction of the City, and to undergird this strategy with a broader base of knowledge about the opportunities, the needs, and the effects of action.

The CRP will need to answer in areas of housing, economic change, public services and facilities, jobs and human resources, the questions: What are the "natural" directions of growth which can be capitalized on? Where and when should the city deploy its limited resources to achieve the greatest benefit for its people and economy? What forms should municipal and other public assistance take? What will be expected of the private sector - neighborhood and business organizations and citizens if the City's ofjectives are to be achieved? What will it all cost and for what return?

Boston's CRP will be a means of answering these questions, of getting information, of suggesting options and their consequences, of proposing techniques and means by which the objectives of the Development Program may be achieved and the revitalization of the City firmly established.

The life of the City has many faces. A comprehensive plan must address itself to each face; but a comprehensive program

may choose to emphasize some and not others, having chosen those which are important to the achievement of the plan.

So it is with this CRP; among the many aspects of Boston's life the CRP has chosen to act in some, chosen not to act in others. It is concerned with:

I, Economic Change and II, The Port; the core of the economy and of jobs;

III, Jobs and Human Resources: prospects for full employment and thus more income and more capacity to participate in urban life;

IV, Housing, New and Rehabilitated: the first concern of people and the major use of income - for shelter, status, etc.

V, Profile of Change: a continuing indication of condition and use in future decisions on public and private actions;

Public services to residents - VI, Recreation; VII, Health and Related Facilities; VIII, Municipal Housekeeping; IX, Parking; X, Street Sufficiency; XI, Utilities - cost of these improvements vitally affect resources for other public services. - all these essential to the well-being of the people and their neighborhoods;

XII, Historical Conservation: a means of ensuring the City's continuity over time, and stimulating local pride in improvement.

XIII, Surveys: for finding out about the City, its use and condition;

XIV, Financing: as a statement of the costs and the return and how costs can be met.

2. CONTEXT OF THE CRP

Boston's CRP will be carried out in the context of: 1) national CRP policies, 2) other CRP's in the metropolitan area, 3) the activities and interests of private and other public agencies in the City, and, finally, 4) in the context of other periodic plans and program statements of the Redevelopment Authority. How will this CRP fit into these contexts?

Some years ago federal authorities recognized that a piecemeal attack on urban blight would not accomplish the objective of revitalizing cities. In order to assist communities in developing a comprehensive program for undertaking renewal activities, the Urban Renewal Administration formulated the Community Renewal Program (CRP), its purpose being to state:

(a) The need for renewal (identification of blight)

(b) Economic basis for renewal

(c) Goals for community renewal

(d) Resources needed and available for renewal

(e) A program for action.

Most communities which have undertaken a CRP (76 cities in the U. S.) have used it to accomplish studies pertinent to their situation, and the Urban Renewal Administration emphasizes that a CRP should be closely tailored to the needs of the locality.

A Community Renewal Program, like other Title I activities, is financed on a two-thirds federal, one-third local basis. Private agencies and non-city public bodies may contribute to the local one-third share. The application for a CRP must have the approval of the Mayor and City Council.

The CRP is often carried out in a two-year period. Boston is applying for a three-year grant. Upon completion, the CRP must be either approved by the Council or endorsed by the Mayor and must be found in conformity with the General Plan by the Council.

Boston's CRP will be carried out at the same time that several other communities in the metropolitan area are engaged in CRP's. Newton has already completed its CRP studies. Those of Brookline, Lynn, and Malden will be concurrent with Boston's. These communities have all been contacted and the work programs in which they will be engaged have been obtained. Potential overlap and need for coordination exist in three areas; Economic Change, Housing and Transportation analyses.

The Mass Transportation Commission (Boston Regional Planning Project) is providing the metropolitan transportation framework for all metropolitan communities, including Boston; therefore coordination in this area is assured and

Boston's CRP will include only Parking and local street sufficiency studies. Boston CRP studies on Economic Change anticipate that work on the economic base and the future population of the City and metropolitan area will also be done by the MTC. This common source of data and projections, will be available to Boston and to all communities engaged in CRP work and will obviate the need for extensive surveys in Boston's economic and housing analyses. Since the product of MTC's effort is vital to Boston's CRP effort, the CRP staff of Boston will keep in close touch with the MTC staff. Also there will be contacts as needed with other CRP staffs in the metropolitan area primarily to exchange information.

A Community Renewal Program offers a city an opportunity not only to establish the means by which growth can be shaped, but also to educate the people of the city in the characteristics and the problems of the community. CRP should be, therefore, and this one will be, a very public process: a joint venture of the community, its government, citizens, institutions, and business leadership.

An effective Community Renewal Program enlists the efforts of the people who will be called upon to carry out the recommendations. It involves in its partnership

those many bodies who will have to work together if recommendations can become achievements. In this, CRP is itself one of the forces of a Development Program.

It is for this reason that several organizations concerned in the reconstruction of the City will be active participants in the CRP, specifically, Action for Boston Community Development (ABCD), Boston College, and the Massachusetts Port Authority. Other public and private groups will also become involved, as the work programs for each study indicate.

The Boston Redevelopment Authority has planning as well as renewal responsibilities for the City of Boston. In its planning role it produces the General Plan and the Capital Improvement Program for the City; in its renewal role it formulates urban renewal plans for projects. The Authority also prepares the annual Workable Program for Community Improvement required by the Federal government, accompanied by ar annual statement of the Development Program.

These various statements by the Authority may be distinguished by the geographical area, the time into the future, and the content with which they are concerned.

The General Plan deals with the longer-range physical development of the City as a whole. It points out the

desirable goals to be pursued in the physical changes taking place in the City. In its concern with physical features (roads, housing, schools, etc.) it touches only tangentially on social and economic development problems, unemploymnet, recreation programs, etc.

The Capital Improvement Program deals with the expenditures for municipal facilities throughout the City in the next twelve years. Its recommendations are based upon the General Plan; indeed, it is an important tool available to the City for implementing the Plan. Like the General Plan, it focuses on physical facilities. Unlike the Plan, it establishes quite specific and detailed priorities for construction. Furthermore, it is not comprehensive; it deals only with the development of public facilities.

Urban renewal plans are concerned with the physical development of a limited geographic area. They are relatively short-range, intended for implementation in the immediate future. Although concerned with the social and economic problems of the local area, urban renewal plans are not a means of grappling with these problems on a city-wide basis.

The annual Development Program statement is a declaration of policy. It deals with all phases of development

throughout the entire City. It assesses progress to date and declares the goals for action in the coming year.

The Workable Program for Community Improvement is a statement for the federal government of the city's capacity to perform renewal.

What, then, is the gap which the Community Renewal Program fills? What can the CRP contribute?

The CRP is a statement which is city-wide in its coverage, which deals with private and public actions, both in the immediate and in the long-range future, which is concerned with social and economic development as well as physical, and which plans for programs as well as facilities. The CRP will not duplicate the General Plan; it will supplement it - put flesh on its bones - by spelling out in detail what is needed to carry out its proposals. The CRP will sharpen knowledge about the need for specific types of public facilities so that the programming of expenditures for public facilities in the Capital Improvements Program may proceed on a firm basis. The CRP will contribute to renewal project plans by suggesting ways of dealing with problems beyond the scope of a single project. The CRP will contribute directly to the annual statement of the Development Program by suggesting new organizational and legislative tools and new techniques which will help

to achieve the City's goals. Finally, it will provide a clearer understanding of the City's potential and better information to those public officials and private citizens whose activities substantially affect the City's future. Thus, the CRP, along with the renewal experience now being gained in the field, can be the basis for taking a fresh look at the City's renewal program.

CRP in this context may be conceived of as follows. The General Plan is a statement of the City's mission; the Capital Improvement Program, a calculation of the mission's logistics: an urban renewal plan, one of several geographical fronts for action; the annual Development Program statement, a commitment for immediate actions adjusted to current political realities. The CRP, then, is a statement of the options which can be considered in each year.

3. CRP ACTIVITIES ALREADY COMPLETED OR IN PROCESS

The Boston Redevelopment Authority and, prior to 1961, the Boston City Planning Department, have engaged in several studies and activities which are frequently part of the Community Renewal Program. These previous studies and on-going activities satisfy several of the "Basic Requirements for CRP" (LPA letter #276). These on-going activities will be described below under the headings of work items listed as "basic requirements" in the LPA letter.

"1. Need for renewal"

"a. Identification of community-wide renewal needs"

In 1958 and 1959 the City Planning Department prepared "district plans" for each section of the City, noting conditions of blight and preparing plans for the improvement of each area. In 1960 federal funds were obtained to undertake surveys and planning in eight GNRP and two project areas. On the bases of District Plan analyses, these ten areas clearly required the most immediate action and represented the sections which would involve the greatest amount of urban renewal. Six additional areas in which conservation measures would be the main type of action were designated Improvement Areas.

In 1961 extensive surveys were undertaken in the ten GNRP areas. Building conditions and land uses were surveyed on a parcel-by-parcel basis. Under a data processing

contract with CEIR, Inc., this information was matched with Assessing Department records to obtain information on ownership, size, valuation, and taxable status. It was used for measuring the extent and degree of physical blight and deterioration, for mapping land use and building condition, and for other planning purposes.

Under the CRP, land use surveys are contemplated for the remaining portion of the City, primarily the Improvement Areas, except Dorchester which has been surveyed. Documentation of structural blight is presently adequate for indicating whether there is need for residential renewal. Further analysis of structural condition, especially commercial and industrial, will be carried out in the CRP.

Environmental blight has also been analyzed to some extent. Circulation patterns, traffic hazards, and needed improvements were studied in the GNRP areas under contract with Wilbur Smith and Associates. The CRP will extend this information throughout the rest of the City through studies of Street Sufficiency and Parking.

Engineering studies of the conditions and needed improvements in the utility system have been conducted in the GNRP and project areas. These will be extended to the rest of the City under the CRP.

One important study pertaining to community facilities, the Harvard University study of Boston's public schools,

was completed for the entire City in 1962. This evaluated present building conditions, analyzed present and future student enrollments, and made recommendations concerning the construction of new schools and the closing, repair, and consolidation of others.

A comprehensive study of police protection and police facilities was conducted in 1962 by the International Association of Police Chiefs. Several studies of fire station requirements have been done too. Under state and federal auspices a study of waste disposal will be underway soon. The CRP will carry out the balance of the studies needed to program the renewal of public services and public facilities, i.g., Recreation, Health Facilities, Municipal Housekeeping.

"b. Analysis of types of (appropriate) renewal treatment" In various parts of the City experience is now being gained in different types of renewal treatment. Clearance projects have been in execution for some years: the West End, New York Streets, Government Center. Experience in rehabilitation is being acquired in Washington Park, the South End, and Charlestown, where major sections of each project involve this approach.

The Dorchester Improvement Area presently includes a pilot project which will rely heavily upon code enforcement

measures. An Office of Neighborhood Improvement site office has been opened in Dorchester, and numerous meetings have been held by Authority and ONI staff with residents of that section. The techniques tested here will be utilized for similar conservation treatment in other sections of the City. Several studies proposed for the CRP, for example the Rehabilitation study, will contribute further to the kit of tools needed to achieve satisfactory treatment of blighted areas.

"2. Economic Basis for Renewal"

"a. Analysis of economic patterns and trends in the community..."

"b. Forecasts of growth and change in the non-residential sector of the local economic base..."

The Mass Transportation Commission, using HHFA and state funds, is now engaged in a major metropolitan economic base study which is expected to provide general estimates of the City's economic future.

The BRA has also engaged in a number of economic studies for specific renewal areas. Market studies have been done in eight GNRP and project areas by Larry Smith and Company. These consisted of analyses of economic activity, projections of future land use and floor space requirements, and recommendations concerning types of

development. A special study was done of the Downtown area by Robert Gladstone. This analyzed retail and other types of economic activity in the light of information on the metropolitan area and made projections concerning the future market for office space, housing, and other uses. A comparable study of the Waterfront project area has been made by Brown, Harris and Stevens.

The Authority staff has also completed a survey of vacant land for the ten GNRP areas and Dorchester. This information is presently being reviewed and a list of potential commercial and industrial development sites is being drawn up for use by the city in attracting new construction.

In the CRP it is proposed to undertake further extensive work on the future of the Port of Boston and on the prospects for and means of generating additional activity in the City.

"c. Forecasts for the prospective supply of and demand for... residential and related...uses."

Objectives in terms of the additional amount and type of new housing have already been established in some project areas. The market studies of Downtown and the Waterfront included specific estimates. The Chester Rapkin study on the feasibility of rehabilitation provides much valuable information concerning the potential market for new and improved housing in the Washington Park area.

In anticipating geographic shifts of the population as it would affect the supply of housing, several types of information are already available. An analysis of Census population figures has been made, comparing totals in 1950 and in 1960 in each GNRP and Improvement area, indicating age composition, family income, and housing condition. In addition, the Family Relocation Department maintains figures upon present and projected numbers of families and individuals to be displaced. This information will be further analyzed and developed under the CRP housing studies.

The information at hand is sufficient to justify the program for new housing proposed in current renewal project plans. Beyond this, the city must look to the CRP housing study for guidance. The CRP study on Housing will develop additional information on the market for new and rehabilitated housing. CRP facility studies will estimate future requirements for related public facilities.

"3. Goals for Community Renewal"

The Development Program has had since its inception a set of clearly stated goals. The major emphasis is rehabilitation of the City's neighborhoods, assuring an adequate supply of decent housing for all of Boston's residents, strengthening the Downtown areas, and increasing the tax base. These goals have provided the framework for

all renewal planning activity. The Workable Program for Community Improvement has provided an annual vehicle for establishing particular objectives in relation to these goals. The forthcoming General Plan reviews and expands the Development Program's goals for the City's future.

The CRP in its various studies will describe means and requirements for achieving these goals. It will not in itself set new targets for achievement.

"4. Resources Needed and Available for Renewal"

"a. Social resources...citizen participation... and others needed for renewal action."

The Development Program since 1960 has involved the active participation of many groups of citizens, organized on a local neighborhood and project area basis, according to business or professional interests, and in relation to such special subjects as minority housing, design standards, and historic conservation..

The principle of "planning with people" was enunciated by Mayor Collins in 1960 and has been closely adhered to throughout the past three years. The South End Renewal Committee has participated closely in planning for that area. In Washington Park, the Citizens' Urban Renewal Action Committee held several hundred neighborhood and block meetings during 1961 and 1962 and was instrumental in obtaining resident support for rapid local approval of project plans.

The Charlestown Federation of Organizations, the South Boston Residents group, the Dorchester United Neighborhood Associations are further examples of the active interest and participation of neighborhood groups in the renewal process.

In 1962 a Committee for the Central Business District was incorporated. It works with the Authority in preparing a plan for the renewal of the Central Business District. The Committee has raised $150,000, established an office and staff, and financed the preparation of initial planning concepts for the Central Business District by the firm of Victor Gruen. The Boston Chamber of Commerce has taken similar initiative in the planning of the Waterfront Project.

A Mayor's Committee on Minority Housing has been established and an Authority staff member assigned to serve as liaison. A number of additional committees are also in operation, including the Boston Historic Conservation Committee, a Building Code Advisory Committee, and an Archittectural Advisory Committee. The Authority also works closely with Action for Boston Community Development, a private, non-profit community organization supported by local and Ford Foundation funds to assure that social opportunities will be broadened as community renewal occurs.

A central Citizen's Advisory Committee has also been established. It is composed of representatives of neighborhood groups and other prominent citizens. The Committee meets on a regular basis with City and Authority officials. A number of seminars have been held at which various phases of the renewal program have been the subject of panel discussions.

This approach of extensive contacts with many citizen groups will be continued throughout the Development Program.

Carrying out urban renewal in Boston has not faltered for lack of citizen participation. But it is recognized that in this city, as in many others in America, physical rehabilitation of buildings frequently is thwarted by the low incomes and social estrangement of a substantial segment of the population. For this region the city has supported creation of ABCD a non-profit and private agency charged with social planning and the development of new social programs. The CRP study on Jobs and Human Resources to be carried out by ABCD will contribute directly to expanding the capacities of disadvantaged people to make use of prospective opportunities.

"b. Measurement of relocation requirements and resources..."

One of the ongoing activities of the Family Relocation Department of the BRA is the maintenance of current and projected estimates of displacement of families and individuals through renewal action and other public action.

The Family Relocation Department also attempts to maintain an inventory of housing resources available to displaced families. Surveys are made of the size and price range of available units from periodic examinations of newspaper advertisements. A further indication of turnover and vacancies is obtained for much of the City and the metropolitan area through the cooperation of a major utility company. Analysis of data contained in the Weekly Appraisal Service is also utilized.

The CRP study on Housing will expand information on turnover in the housing stock and provide a more comprehensive basis for determining both the supply and requirements of housing for persons to be displaced. Estimates of prospective nonresidential displacement are being obtained as plans proceed in the Central Business District and other project areas. Liaison has been maintained with the federal Small Business Administration, and other types of assistance have been examined and are being used.

"c. Survey, Analysis, and Program of Action to Aid in Achieving Equal Opportunity in Housing."

The Family Relocation Department is presently completing a study of the existing pattern of residence of Negroes and other minority groups and an appraisal of the effects of economic and social barriers upon free housing choice. This information will be further developed during the CRP Housing study. CRP proposals for rehabilitation and new housing production will respond to the needs of these groups according to income, family size and other family characteristics.

Information concerning the availability and quality of community facilities in each area of the City will be developed through various studies to be undertaken as part of the CRP. These will deal not only with areas with a high proportion of residents belonging to minority groups but with the entire City. Since facilities such as health centers and recreational buildings are crucial to congested areas where minority groups now live, these studies will be of particular significance to minority groups.

The Mayor's Committee on Minority Housing has an ongoing, active program for seeking equality of opportunity in housing for all groups, an opportunity guaranteed by a recent state law which prohibits discrimination in almost all housing, for all groups, as further studies are made, they will be utilized by.this committee in carrying out its program.

"d. ... Administrative Organization and Legal Tools for Carryout Renewal Action."

Among the important resources of the Development Program are the administrative, organizational and legal tools available to implement it. During the past three years, several important studies have led to administrative and organizational changes within the Authority.

Under a contract with Management Services, Inc., a study was made of the Authority's organizational arrangements for carrying out family relocation services. A significant portion of the recommendations were implemented when family relocation activities in projects were placed under the control and supervision of a newly created Family Relocation Department.

The Authority has recently received the completed report and recommendations of Meredith & Grew pertaining to land acquisition policies and procedures. They are currently being studied by the Board.

It is anticipated that recommendations concerning changes in municipal administrative practices and standards and new legislation will arise from CRP studies. The

studies on new and rehabilitated housing may well yield recommendations pertaining to legislation needed to permit changes in methods of financing. The economic development studies may also produce recommendations for new administrative organization or legislation.

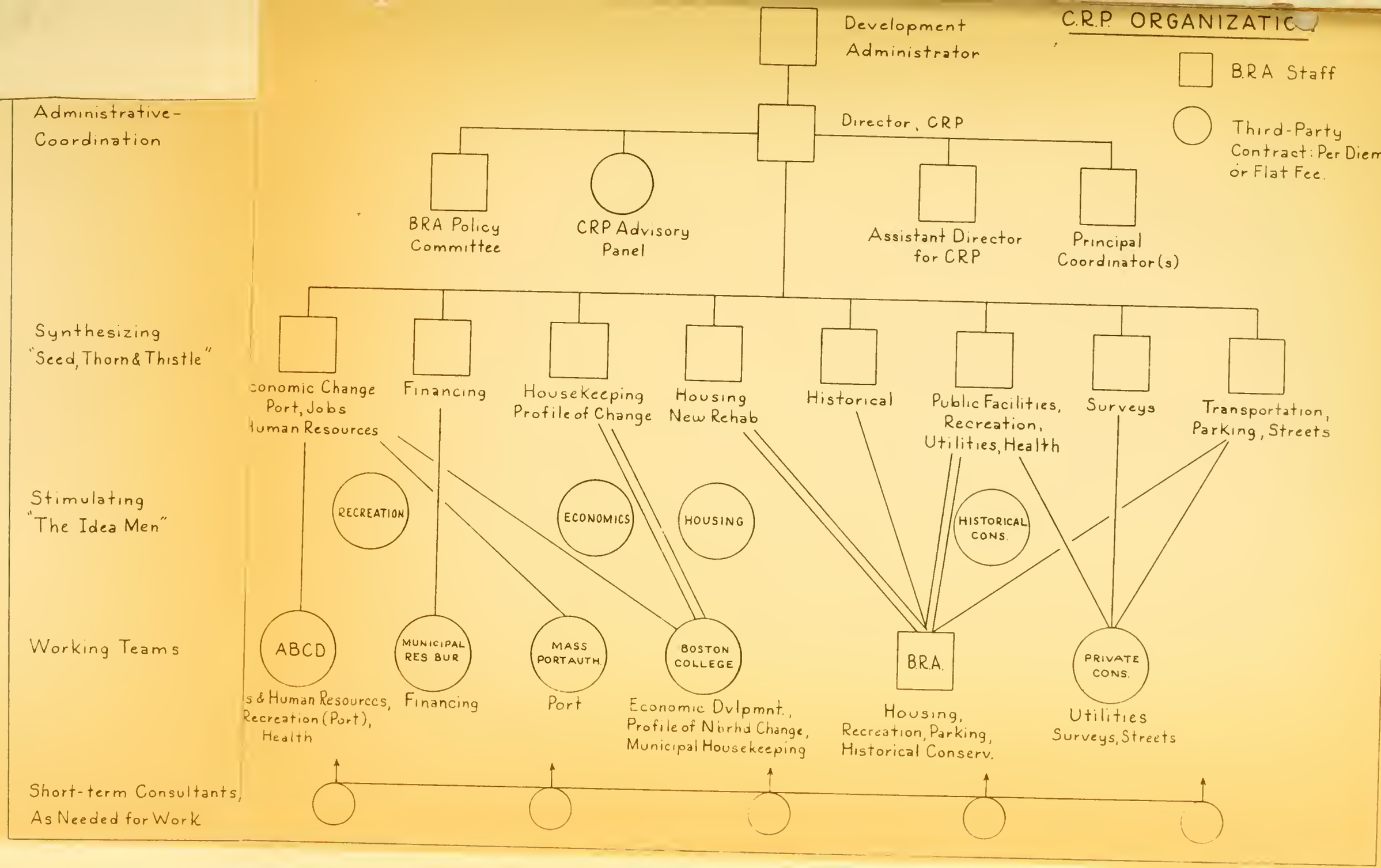
The CRP study on financing the Development Program will also include legislative recommendations and proposals for changes in statutes governing Boston's fiscal practices.

It is a function of CRP to make proposals for changes and to suggest the effect and interrelationships of such changes. Decision to accept, reject or modify administrative structure or processes remains the responsibility of Authority and City officials who receive CRP reports.

"5. Program for Renewal Action"

Since September 1960 Boston has had a comprehensive program for renewal action, now actively being carried out in many parts of the City. This program has been reevaluated yearly on the basis of experience; modifications in the initial program are stated in the Annual Development Program accompanying the Workable Program for Community Improvement.

Three years from now, when the studies to be undertaken in the CRP are completed, the City will have had six years of experience in carrying out its present program. This will be an appropriate time for a fresh look at a program for action to meet the City's needs. Formulating a program then can take advantage of the information and the understanding of the City's potential derived from the CRP as well as the six year's experience gained in the field in carrying out renewal activities. The CRP will be the base on which a new program can be founded.


C.R.P. ORGANIZATIC
B.R.A Staff
Third-Party Contract: Per Diem or Flat Fee.
Development Administrator
Director, CRP
Administrative-Coordination
BRA Policy Committee
CRP Advisory Panel
Assistant Director for CRP
Principal Coordinator(s)
Synthesizing "Seed, Thorn & Thistle"
conomic Change Port, Jobs Human Resources
Financing
Housekeeping Profile of Change
Housing New Rehab
Historical
Public Facilities, Recreation, Utilities, Health
Surveys
Transportation, Parking, Streets
Stimulating "The Idea Men"
RECREATION
ECONOMICS
HOUSING
HISTORICAL CONS.
Working Teams
ABCD
MUNICIPAL RES BUR
MASS PORTAUTH.
BOSTON COLLEGE
B.R.A.
PRIVATE CONS.
s & Human Resources, Recreation (Port), Health
Financing
Port
Economic Dvlpmnt., Profile of Nbrhd Change, Municipal Housekeeping
Housing, Recreation, Parking, Historical Conserv.
Utilities Surveys, Streets
Short-term Consultants, As Needed for Work

4. THE ADMINISTRATION OF THE CRP

a. CRP Staff Organization

An undertaking as large as the CRP will require a clear staff organization to perform the various functions essential for a high-quality product. Four kinds of activities will be demanded of the staff:

1. Coordinating and Administering

   Setting up contacts and arranging sessions related to each study and its activities. Liaison on product, recommendation, processes to be carried out with other BRA staff, with City, Metropolitan, State and federal agencies; with private citizens and the business, labor and educational communities

   Management of contracts and staff; budgets, accounting, personnel, space, supplies and allied functions.

2. Relating and Synthesizing

   Relating each CRP study to the others, to the General Plan, project plans, other BRA works, MTC, and other regional planning efforts. Synthesizing the various products coming out of the different CRP studies.

3. Challenging and Stimulating

   Defining the goals of each study. Producing new ideas, new avenues of investigation, new concepts. Criticizing content, challenging proposals and methods; evoking quality performance.

4. Working

   Carrying out on a day to day level the work program necessary to complete each study.

The content of and reasons for the attached organization chart are as follows:

Responsibility for the CRP will be vested in the Development Administrator acting on behalf of the Redevelopment

Authority and the City. He will employ the Director of the CRP who will be directly in charge of all CRP activities. The Director will be assisted by an Assistant Director of CRP and not more than two Principal Coordinators. This administrative staff will be responsible for accomplishing the CRP; hiring staff and consultants; drawing up working agreements with BRA staff and outside participants; seeing to it that work gets done on time and in a satisfactory manner; facilitating communication between CRP participants, City departments, the public and others; reviewing and editing final CRP reports; providing regular progress reports; etc.

The Director of CRP will be advised in carrying out his administrative duties by a BRA Policy Committee composed of the senior staff of the Authority. He will bring matters for discussion and review to this Committee at his convenience.

A CRP Advisory Panel will be available to the Director for advice and review of substantive matters. This Advisory Panel will be composed of at least three board members of participating agencies (ABCD, Municipal Research Bureau, etc.) and at least two nationally-known experts in urban development and affairs. Work programs and reports prepared by working teams (see below) will come up to the advisory panel for reaction and interaction. The emphasis will be on the interaction of

of panel members, rather than on individual critiques. The Advisory Panel will be convened at the discretion of the Director of CRP. Members may be paid on a per diem basis.

The main responsibility for relating the CRP to General Plan, project plans, other BRA work, MTC and other regional planning efforts will rest with not more than six "synthesizers". These will be full-time employees, permanently assigned to the CRP. They will act as "seed, thorn and thistle" - instigating, prodding and relating the work going on in CRP. They will be assigned subject areas but they will meet and work together constantly, thus insuring that all the CRP studies will be related one to another in substance as well as in administration.

It will also be the responsibility of the synthesizers to produce two work packages:

1. A "policy paper" which at the start of each study summarizes the policies now held on the subject by various public and private agencies, reviews alternative policy choices for the future, and establishes assumptions upon which studies will proceed.

2. A "program" statement which translates the results of each specific study into a series of actions to be taken by BRA staff and the Authority, by other City agencies and departments, and by specific private parties.

The task of introducing new ideas and new methods into the work of the CRP will be primarily in the hands of "the idea men". These will be outstanding experts in urban

economic development, housing, recreation and other fields who will participate in the CRP on a conceptual rather than working level. They will prepare position papers, that is, subjective and speculative statements of their most imaginative thinking on selected topics, usually in their specialty. These papers will be presented as public lectures; their purpose will be to stimulate public interest and to add creative thinking and energy to the CRP. The views expressed may or may not, become part of the final CRP reports. One or more of the "idea men" may also serve on the CRP Advisory Panel.

The work of the CRP will be carried out by work teams, headed by a study director who is responsible for getting quality work done on time. These working teams will consist of participating local agencies, BRA staff, or an occasional private consultant; included are:

> ABCD responsible for - Jobs and Human Resources, Health and Related Services, Recreation (part).
>
> Massachusetts Port Authority: Port Study
>
> Boston College: Economic Change, Profile of Neighborhood Change, Municipal Housekeeping
>
> Boston Redevelopment Authority: Housing, Recreation, Historical Conservation, Parking
>
> Private Consultants: Surveys, Street Sufficiency, Utilities

The Redevelopment Authority will enter into agreements with each of the participating organizations. These contracts will

spell out the specific contributions which these organizations are to make to the study. Each of them will be expected to provide the necessary manpower, study direction, and machine services and supplies which are required to carry out the study from start to conclusion.

In the case of the Port Authoridy and ABCD, the cost of the studies will be shared between the Redevelopment Authority and the agency, and the corporating agency's portion of costs will be counted in the local one-third share. All the costs of Boston College will be financed from the federal share.

The BRA's departments of Housing, Transportation, and Planning will be teams, respectively for studies of Housing, Parking, Historical Conservation and part of Recreation. For this purpose the operating departments will need to hire additional personnel, who probably should be assigned full time to the CRP studies.

The studies under the direction of private consultants will be supervised directly by a synthesizer. The three studies involved - Surveys, Street Sufficiency and Utilities - require a substantial amount of field work and have relatively few policy questions and therefore warrant use of private consultants.

Finally, there is also a level of <u>short-term consultants</u>, whose purpose will be to supplement the working teams, as

required, to carry out the work programs. The CRP Director, acting on behalf of the Development Administrator, will approve these consultants or other personnel employed to work on CRP studies. These short-term consultants may be hired on a per diem basis to advise on study methods or on a flat-fee basis to carry out a specific part of the study. They will be directly responsible to the working team's Study Director.

b. Relation of CRP and BRA Staff

The CRP staff will be an integral part of the Redevelopment Authority. It will be located in the same quarters, and its contact with on-going BRA activities will be daily and intimate.

Contacts with the Development Administrator, with the Mayor and city officials, with other top BRA staff, and administrative contacts throughout the Authority will be maintained by the CRP Director and Assistant. Responsibility for liaison on substantive matters rests with the synthesizers. A principal coordinator will, however, have the assigned task of steady feed-back of CRP experience and findings into Authority and City operations.

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c. Work Procedures and Policies

In the process of preparing the CRP application some

preliminary policies and procedures for carrying out the effort have envolved. Briefly, they are as follows:

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The Director carries, on behalf of the Development Administrator, the same responsibility for review, revision, and rejection or acceptance of reports.

2. Each report (14 in all) will result in a separate publication edited and produced in similar format by the CRP administrative staff. These will be technical documents with limited distribution (up to 500, depending on the subject). A summary report will synthesize the program recommendations of these 14 reports; this summary will be a brief, readable public document for wide distribution. It is expected that a single volume of the most significant contributions of the CRP studies to the understanding of urban needs and solutions will be written too. Position papers by wise men will be published under their names.

3. Communication will be important if CRP work is to have an impact. There will be frequent meetings of BRA - CRP staff. There will also be occasional meetings with the CRP subcommittee of the Citizens Advisory Committee (as well as with the BRA Policy Committee and the CRP Advisory Panel, described above.) The CAC subcommittee will bring varied experience in city affairs; they will be at liberty to make suggestions on additional items to be considered in any study; and they will provide a means of public discussion when the work is completed.

4. The focus in all studies will be in realizing the City's potential. The work programs must remain flexible so that dead-end investigations

can be dropped and fruitful ones emphasized. If we focus on the potential, the deficiencies will be overcome. If we focus on the problems, the potential may never be realized.

5. All staff and consultants employed for CRP work by any agency must be reviewed, approved or rejected, by the Director of CRP.

6. Many studies provide information which is critical to other studies. Thus a rigorous schedule must be maintained. To do this, a critical path has to be established showing the timing of each effort, its synapse, its flow. This programing of all studies is essential if CRP is to keep on its track.

d. Work Products

The following work products are anticipated:

1. The work program for each study (drafts now available) prepared by the CRP administrative staff.

2. The policy papers prepared by the synthesizers which will summarize current policies, public and private, on specific topics and indicate alternative future ones.

3. The position papers presented by "the idea men" which will suggest goals and open up new ways of realizing them.

4. The final reports on each study (14) prepared by the Study Director and reviewed and edited by the CRP administrative staff.

5. The short-term program for each subject area, prepared by the synthesizer at the conclusion of each study, which will indicate what the CRP means for BRA work, the general plan, project plans, for other city departments and agencies and in what priority the actions should be taken.

6. The CRP Summary, synthesizing the recommendations of each report, prepared by the CRP Director with the Development Administrator and submitted to the Mayor for "endorsement" (URA requirement) and available for widespread distribution.

7. The Journal of a City a one-volume statement of the best findings, ideas, methods, solutions and recommendations coming out of the CRP effort.

4. THE ADMINISTRATION OF THE CRP

a. CRP Staff Organization

An undertaking as large as the CRP will require a clear staff organization to perform the various functions essential for a high-quality product. Four kinds of activities will be demanded of the staff:

1. Coordinating and Administering

   Setting up contacts and arranging sessions related to each study and its activities. Liaison on product, recommendation, processes to be carried out with other BRA staff, with City, Metropolitan, State and federal agencies; with private citizens and the business, labor and educational communities

   Management of contracts and staff; budgets, accounting, personnel, space, supplies and allied functions.

2. Relating and Synthesizing

   Relating each CRP study to the others, to the General Plan, project plans, other BRA works, MTC, and other regional planning efforts. Synthesizing the various products coming out of the different CRP studies.

3. Challenging and Stimulating

   Defining the goals of each study. Producing new ideas, new avenues of investigation, new concepts. Criticizing content, challenging proposals and methods; evoking quality performance.

4. Working

   Carrying out on a day to day level the work program necessary to complete each study.

The content of and reasons for the attached organization chart are as follows:

Responsibility for the CRP will be vested in the Development Administrator acting on behalf of the Redevelopment

Authority and the City. He will employ the Director of the CRP who will be directly in charge of all CRP activities. The Director will be assisted by an Assistant Director of CRP and not more than two Principal Coordinators. This administrative staff will be responsible for accomplishing the CRP; hiring staff and consultants; drawing up working agreements with BRA staff and outside participants; seeing to it that work gets done on time and in a satisfactory manner; facilitating communication between CRP participants, City departments, the public and others; reviewing and editing final CRP reports; providing regular progress reports; etc.

The Director of CRP will be advised in carrying out his administrative duties by a BRA Policy Committee composed of the senior staff of the Authority. He will bring matters for discussion and review to this Committee at his convenience.

A CRP Advisory Panel will be available to the Director for advice and review of substantive matters. This Advisory Panel will be composed of at least three board members of participating agencies (ABCD, Municipal Research Bureau, etc.) and at least two nationally-known experts in urban development and affairs. Work programs and reports prepared by working teams (see below) will come up to the advisory panel for reaction and interaction. The emphasis will be on the interaction of

of panel members, rather than on individual critiques. The Advisory Panel will be convened at the discretion of the Director of CRP. Members may be paid on a per diem basis.

The main responsibility for relating the CRP to General Plan, project plans, other BRA work, MTC and other regional planning efforts will rest with not more than six "**synthesizers**." These will be full-time employees, permanently assigned to the CRP. They will act as "seed, thorn and thistle" - instigating, prodding and relating the work going on in CRP. They will be assigned subject areas but they will meet and work together constantly, thus insuring that all the CRP studies will be related one to another in substance as well as in administration.

It will also be the responsibility of the synthesizers to produce two work packages:

1. A "policy paper" which at the start of each study summarizes the policies now held on the subject by various public and private agencies, reviews alternative policy choices for the future, and establishes assumptions upon which studies will proceed.

2. A "program" statement which translates the results of each specific study into a series of actions to be taken by BRA staff and the Authority, by other City agencies and departments, and by specific private parties.

The task of introducing new ideas and new methods into the work of the CRP will be primarily in the hands of "the wise men". These will be outstanding experts in urban

economic development, housing, recreation and other fields who will participate in the CRP on a conceptual rather than working level. They will prepare position papers, that is, subjective and speculative statements of their most imaginative thinking on selected topics, usually in their specialty. These papers will be presented as public lectures; their purpose will be to stimulate public interest and to add creative thinking and energy to the CRP. The views expressed may or may not become part of the final CRP reports. One or more of the "wise men" may also serve on the CRP Advisory Panel.

The work of the CRP will be carried out by work teams, headed by a study director who is responsible for getting quality work done on time. These working teams will consist of participating local agencies, BRA staff, or an occasional private consultant; included are:

ABCD responsible for - Jobs and Human Resources, Health and Related Services, Recreation (part).

Massachusetts Port Authority: Port Study

Boston College: Economic Change, Profile of Neighborhood Change, Municipal Housekeeping

Boston Redevelopment Authority: Housing, Recreation, Historical Conservation, Parking

Private Consultants: Surveys, Street Sufficiency, Utilities

The Redevelopment Authority will enter into agreements with each of the participating organizations. These contracts will

spell out the specific contributions which these organizations are to make to the study. Each of them will be expected to provide the necessary manpower, study direction, and machine services and supplies which are required to carry out the study from start to conclusion.

In the case of the Port Authoridy and ABCD, the cost of the studies will be shared between the Redevelopment Authority and the agency, and the corporating agency's portion of costs will be counted in the local one-third share. All the costs of Boston College will be financed from the federal share.

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C.R.P. - ECONOMIC CHANGE

GENERAL STATEMENT

OBJECTIVE

To identify the economic forces which are changing and will change the socio-economic structure of the City so that the Development Program can utilize these forces to achieve economic growth and strength, especially in the distribution, retailing, and service industries.

The study will identify:

1. The present economic structure of the city--its characteristics and interrelationships.
2. The potential for progressive change in each sector.
3. The means for encouraging that change.
4. The impact of change on land and space use, and statement of the costs and returns to the City from such change.

GENERAL ASSUMPTIONS

The CRP study assumes that considerable information on population, economic structure, and other variables will be provided by the Mass Transportation Commission. Through the MTC studies and other existing projections, assumptions will be developed for the City and the region on:

- Probable future population
- Labor force characteristics
- Employment levels
- Types of industries
- Personal incomes

If neither the MTC studies nor existing projections can be applied satisfactorily to the City, the CRP will have to provide its own assumptions

or analyses on these factors, either in the Economic Change or the Port study.

In addition, the Economic Change study will make assumptions on:

- Possible state and federal legislation which will affect urban development.
- Impact of major international and national political and economic events on the city's economy.
- Significant variables which can be used to test alternative proposals for encouraging progressive change.
- The existence of a sufficient supply of land to meet projected demand.

RELATIONSHIP TO MTC STUDIES

The MTC will use input-output and simulation analyses to predict economic activity in and relationships between sectors of the metropolitan area's economy up to the year 2000.

Information from the MTC effort will be an excellent base upon which to build the CRP work; however, the techniques used by the MTC may limit the usefulness of the data to Boston because:

(a) Input-output is an aggregative method. Aggregative methods risk loss of detail. Some of this detail might be of value to Boston's development program.

(b) Much economic activity within the City seems to be directed toward service-type activity (e.g. Government, trade, schools, hospitals, etc.). But input-output analysis concentrates mainly on production-oriented activity. To offset this limitation, MTC studies invlove consumption analyses which will provide some worthwhile data for retail and distribution studies but probably

not much data on the Finance, Insurance, Medical, Educational, and Governmental sectors of the City's economy.

(c) Input-output analysis does not adequately recognize the pricing system; that is, the market. For instance, Boston's tax rate is a price. If this price changes over time--lower or higher taxes--real estate investment in the city will be affected. Thus, CRP will have to analyze the incidence of certain price changes in determining the economic activities on which the city should concentrate its support.

At the time contracts for CRP studies are prepared it will be necessary to determine the precise utility of the MTC economic studies to the CRP. Once this determination has been made, limits can be set on the breadth and depth of CRP studies.

PARTICULAR CONCERNS

Four concerns for this or any other economic study are:

First, what industries are primarily dependent on local demand and what ones are primarily dependent on national markets?

Second, what is the demand for land arising from existing industries in the city, and the region, or likely to arise from firms outside the region?

Third, what is the significance of the tax rate or other actions which a city can take to the growth patterns of industries? For what purposes and in what manner should a city subsidize?

Fourth, what are the advantages and disadvantages of alternative locations to the business involved and of alternative land-uses to the city?

METHOD

For purposes of CRP analysis the economy of the City must be separated into four sectors, which are:

Production - especially Manufacturing

Distribution - Warehousing, Wholesale Trade & Transportation

Consumption - Retail Trade, particularly local retailing

Services - Finance, Government, Insurance, Medical and Educational Institutions, Entertainment and Cultural activities, etc.

Historical analysis of changes in the City's economy since World War II should be employed because such analysis can delineate basic economic and/or social forces which have changed the City. Judgments on forces which must be employed or supported in the future will be buttressed by knowledge from this analysis.

Such historical analysis, and consequent judgments, will not be simple extrapolation of certain economic trends plotted over time. Analysis will focus particularly on conditions surrounding the growth or decline of those sectors of the economy for which Boston appears to offer locational advantages. The aim will be to define those factors which encourage the growth of industries and to define municipal policies which will promote this growth.

Historical analysis will involve an appraisal of past research on Boston and its metropolitan area. This appraisal will prevent duplication of prior work. A preview of current change in relation to past predictions will permit judgment on the value of previous prediction techniques and perhaps avoid repetition of past mistakes.

The CRP study will include both the interviewing of businessmen (i.e. bankers, developers, merchants, manufacturers, etc.) and the sampling of business opinion through mailed questionnaires. It will include interviews of consumers too, as needed.

THE RENEWAL PROCESS AND MUNICIPAL POLICY

The study program views the urban renewal process as a principal means by which new policies and strategies of municipal government can be developed and old or standard policies can be evaluated as to effectiveness. The advent of urban renewal represents a recognition that, to some degree, the City has become a victim of a rapidly-changing social conditions with which it has not been able to cope. Urban renewal gives the City means for adjusting its physical environment to present-day social and economic requirements.

If the City is to act aggressively in behalf of economic growth, then certain questions as to the impact of the municipal administration's impact must be answered in the CRP.

(a) To what extent and in what directions can municipal authorities measurably influence the future course of economic development within the City?

(b) In what additional ways can the present urban renewal program and its adjuncts be applied as a means to foster economic development within the City?

PORT STUDY

The CRP includes a study of the Port. This is a study of economic change, too. It will examine the adequacy of Port facilities and policies in the face of anticipated economic and technological change. It will analyze economic activity related to the Port, will examine the effect of airport development on neighboring land uses, the effect of Port and Airport operations on the City's tax base, the future requirements for railroad land within the City, and the effect of major international economic and political events on the City's economy. The purpose of this study program is to cast for the Port and Airport a pattern for growth which also will be consonant with the development of the City.

RELATIONSHIP TO OTHER CRP STUDIES

From the studies of economic change will come the information necessary for a projection of employment opportunities. This projection will be basic to the CRP study of Jobs and Human Resources. Patterns of economic growth will be useful, too, in establishing indicators of neighborhood change which is the subject of the CRP study: Profile of Neighborhood Change. Calculation of economic change and potential will provide information for the CRP studies on Housing Production, Public Facility requirements, and Financing. In sum, economic change studies are perhaps the most basic of the CRP efforts, as economic growth is most basic to the health and vigor of Boston tomorrow.

Outline of Economic Change Studies

Study I: Analysis of the Economic Base Studies of the Mass Transportation Commission.

Objective: To determine the extent to which the M.T.C. economic studies will provide data for the Boston C.R.P. studies of economic change.

Methods: To have a qualified economist establish contact with both the M.T.C. and its economic consultants in order that their economic models can be analyzed as to their value to the Boston C.R.P.

1. An examination of the construction of the M.T.C.'s model in order to ascertain what social and economic characteristics will be predicted for the City of Boston and how accurate these forecasts are likely to be.
2. An examination of the data collection procedures of the M.T.C. to determine what specific information will be collected on the City of Boston and how soon this information will be available to the CRP.
3. A thorough examination of the MTC program to determine what possible data will be available on the non-production sectors of the City's economy (i.e., government, distribution, medical and educational institutions, tourism, etc.)

The evaluation of the MTC study will be written in report form.

Study II: Analysis of Structural Changes in the Economy of the City of Boston, 1946-1963, and Potentials for future change.

Objectives:

1. To document the changes in the economy of the City on a sectoral as well as aggregate level.
2. To make known the basic socio-economic forces which have altered the economic structure of the City.

3. To detail as accurately as possible the effect of social and economic change on the municipality's ability to provide municipal services (i.e., the quality and quantity of fire and police protection, education, recreation, street maintenance, etc., to its citizens.

4. To explain how and to what degree municipal actions or inactions (e.g., zoning, policy, assessment practices, tax policies, municipal investments, etc.) could have altered the economic development of the City.

5. To determine the effect of post-war economic and social change on the City's costs, e.g., the suburban worker who is provided various city services, the loss of tax properties for highways, assessment practices for various metropolitan services, growth of non-taxable service sectors of the economy, etc. Further, the effect of these factors on the City's costs as reflected in the tax rate should be examined as to the degree to which they affect the City's revenue in terms of the location of both economic activity and the residence of the higher-income worker.

6. To identify and characterize the economic potential of the City on a sectoral and aggregative level and to translate this potential into land use requirements.

A. Manufacturing

1. General A study of manufacturing must first of all concern itself with identifying those industries and firms which may grow

and then should establish the potential for and the impact of such growth.

2. Methods

a. To review and to analyze all pertinent research work which has been published on the general topic of manufacturing in the central city. The analytical review will include not only those studies which relate to urban areas in general but also those which deal with particular urban areas, especially Boston.

b. To present both a qualitative and quantitative statement of the changes in the manufacturing sector of the City's economy. In addition, provide a more detailed statement of those industries or even firms which have special significance to the City's economy (employment level, tax payments, etc.) or are potentially significant to the economy because of continued growth over time.

c. To make as explicit as possible the inter-relations not only within the manufacturing sector but also between this sector and other sectors of the City's economy (e.g. services, distribution, etc.).

d. To explain the changes in the structure of the manufacturing sector of the City. In addition to general economic variables (e.g. labor costs, technological change, etc.), the analysis will include an evaluation of how municipal policy has or could have altered the changes which have occurred. This analysis will be framed in terms of certain key municipal

variables such as tax rates, site availability, site adequacy, municipal services, legal difficulties, etc.

e. To identify potential development within the manufacturing sector. Specifically, the particular industries or even firms which have a future within the city.

f. To identify the characteristics and requirements of that potential development and to predict the effect on other economic sectors of that development.

g. To predict where and how much land and space the manufacturing sector will require.

B. Distribution

REVISION #2

1. General

This study will be concerned not only with changes in the distribution sector, but also with the structural and locational relationship of distribution to the transportation system. For this reason, data directly applicable to land planning analyses will be gathered in the study.

2. Methods

a. To review and to analyze all pertinent research on distribution in the economy of the central city. Of particular interest will be studies which analyze the relationship between the transportation system and the functioning of the distribution sector.

b. To compile a statistical statement of change within the distribution sector. This statement will include description and measurement of the linkages between the distributor

and his customer, his source of supply, and his means to transportation. The statement will analyze the distribution sector to the extent of detailing the size and location of particular distributors such as hospital suppliers, restaurant suppliers, etc.

c. To explain the changes not only in the size of the distribution sector but also in the location of the activities of this sector.

d. To determine how changes in the distribution sector have affected the pattern of linkages.

e. To develop an analysis which will appraise the adequacy or inadequacy of municipal policy in the development of the distribution sector.

f. To identify potential development within the distribution sector with special emphasis on predicting change among the distribution firms which seem to be particularly suited to a central city location.

g. To suggest characteristics and requirements of this development and the effect of it upon other public and private sectors of the economy.

h. To predict where and how much land and space the distribution sector will require.

C. Local Retailing

1. General

Many local retail centers in the city have declined; a few have grown. The purpose of this analysis is to understand

the forces leading to decline and to identify sources of growth. Special effort will be made to determine how well equipped Boston's centers are to compete with shopping centers outside the city and how crucial differing municipal policies are in the location of this type of economic activity.

2. Methods

a. To review and to analyze pertinent research work on local retailing in urban areas, especially all publications related to the Boston area.

b. To compile a statistical statement of retail trade carried on in every major local retail center within the city in order to determine which areas have grown and which have declined. Special attention will be paid to centers described in the General Plan and in the Boston Globe analyses.

c. To explain the causes of changes in retail trade in these centers, with particular emphasis on isolating factors which are generally constant in growth and in decline, (e.g. population change; parking; building condition and appearance; exposure to traffic).

d. To determine the extent to which existing local retail centers are adapted to the neighborhoods' requirements. This analysis must characterize the relation between various types of residents and the type of local center: walk-in or

drive-in; types and quantities of products sold; price and purchasing power relationships; strip development or cluster.

e. To describe inter-relationships of local retailing with other facets of the city's economy.

f. To analyze the City's role in the development of the present local retail structure. Of particular interest will be the determination of how particular municipal policies on zoning, streets, off-street parking, tax rates, police protection, etc., can influence the development of local retailing.

g. To describe the potential for local retailing, including the characteristics of this potential. These analyses should be in terms of types, size and location of retail centers.

h. To predict generally where and how much land and space local retailing centers will require.

D. Services

1. General

The Service industries for the purposes of the C.R.P. will include the following -- Medical and Educational Institutions, Finance and Insurance, Government, especially at the Federal level, the Office Headquarters Industry and Tourism.

These industries seem to represent the economic basis upon which the City can be revitalized. They will therefore be subject to careful scrutiny in each phase of the Community

Renewal Program studies. Fundamentally these activities seem suited to the central city, hence each study will attempt to isolate those factors which have attracted these industries to Boston. What is desired from these studies, in addition to a statement of changes is an understanding of the interrelationships between the service sectors and the other sectors of the City's economy, and an understanding of how growth of these service sectors is influenced by or itself influences economic growth in other sectors.

2. Methods

a. Medical and Education Sector.

(1) To review and to analyze pertinent research which has been published on the economic impact and relationships of this sector, with emphasis on the tax-paying uses which can be generated by this sector.

(2) To present a statistical statement of growth in this sector.

(3) To explain the development of this sector in the city's economy and to describe the inter-relationships of this sector with other sectors of the city's economy.

(4) To analyze the city's role in the development of this sector.

(5) To identify the potential for further development of this sector, paying particular attention to the impact of this development upon private business. (e.g. new businesses engendered by institutional and hospital growth.)

(6) To predict generally land and location requirements of this sector.

b. Finance and Insurance.

(1) To review and to analyze pertinent research which has been published on this sector and its interrelationships.

(2) To present a statistical statement of growth in this sector.

(3) To explain the growth of this sector in the City's economy and to describe its interrelationships with other sectors of the City's economy.

(4) To analyze the City's role in the development of the sector.

(5) To identify the potential for further development and to describe the characteristics of that development.

(6) To predict land, space, and location requirement of the sector.

c. Government

(1) To review and to anaylze pertinent research which has been published on this sector and its interrelationships.

(2) To present a statistical statement of the growth of this sector. This statement will indicate whether Boston's share is due mainly to general regional growth or to this factor plus other local circumstances (e.g. local medical or educational institutions).

(3) To describe interrelationships between Government and private suppliers of goods and services to government.

(4) To predict future growth of the sector, paying particular heed to the impact of this growth on private business.

(5) To predict generally land and location requirements.

d. Office Headquarters Industry.

Since this industry cuts across present statistical methods of classifying industries, it will probably be difficult to gather data in a direct fashion. This statement also supplies the following section (Tourism). However, since these sectors are of primary importance to the economic vitality of the City, it will be necessary to devise means to measure growth in them.

(1) To develop methods of measuring change in this sector and then to present a statistical summary of this sector's change.

(2) To develop an analysis which will explain generally the development of the office industry in the Central City and which will describe the interrelationships of this industry with others in the city's economy.

(3) To analyze the forces determining the specific competitive position of Boston.

(4) To analyze the effect of municipal policy on the growth of this sector, especially municipal tax policies.

(5) To identify the potential for future development of this sector and to describe the characteristics of that potential.

(6) To predict land, space, and location requirements.

e. Tourism, Cultural, and Entertainment Activities

(1) To develop methods of measuring change in this sector and then to present a statistical summary of this sector's change.

(2) To measure the importance of this sector to the city's economy, and its interrelationships with other segments of the city's economy.

(3) To analyze the growth of this sector.

(4) To analyze both the role of the City in development of the sector and adequacy of the City's facilities (e.g. shops, hotels, convention halls, etc.).

(5) To identify the potential for development of this sector and to describe the characteristics of that potential.

(6) To predict land, space, and location requirements.

Since the Service Sector is the major part of Study II, it will be necessary to present an overall analysis of this sector in order that its importance to the City can be assessed. This summary analysis should make clear the interrelationships between these sectors; it should make clear which sectors are dependent on national growth, which are dependent on regional and metropolitan growth; it should also attempt to make explicit how and to what degree growth in these sectors effects growth in other sectors of the economy like retail, and tourism, and various types of

ancillary services such as advertising agencies, office supply houses, the legal and accounting profession, etc.

Study III:

Manufacturing, distribution, and service industries.

1. General

Study II analyzes the city's economy in order to establish which industries, even firms, potentially can prosper in Boston's environment. It establishes the characteristics and interdependance of such growth, and it projects possible land-use and space requirements.

Study II stops at that point. No value judgments are made on what kind of growth and where it is most beneficial to the city. No recommendations are rendered on the public policies and private actions requisite to such growth.

That effort is the purpose of Study III.

Among the industries, even firms, with a potential for growth, which shall be encouraged, to what extent, and how? For those situations where decline is likely, what public policies shall prevail?

2. Method

Several study steps will be pursued. Most often, the unit of clarification will be an industry; where time and funds and subject permit, the unit will be a firm.

a. A description of the industries with potential for growth.

b. A statement of the socio-economic benefits and costs to the City of the growth of each industry (wage trends, employment levels, capital requirements, requirements for municipal services.)

c. A recommendation for each as to the City's position on growth. Shall it encourage growth, or take no action? What criteria should be used to make these judgments?

d. For each of those industries for which encouragement is recommended:

   (1) An analysis of the competitive position of the City compared to other communities in the metropolitan area, and, if necessary, of the competitive position of the Boston region vis-a-vis other regions.

   (2) A description of the arsenal of tools which the private sector needs to improve the City's (region's) competitive position.

   (3) A recommendation on changes in municipal policy and administration which will be necessary to encourage growth. This recommendation will be based upon tests of alternative means and will run the gamut from tax policy to renewal processes.

   (4) A recommendation, especially with reference to terminal facilities (distribution), as to location of sites and linkages for new activity.

e. For those activities where decline is anticipated:

   (1) An estimate of the extent of the decline and the impact of it upon the City's economy will be made.

(2) Recommendations will be made on the private actions, and public policies, and administrative adjustments which will be needed to minimize adverse consequences of the decline on the City's economy.

f. For those industries with growth potential for which encouragement is not recommended alternative solutions to location in the City will be offerred.

Local Retailing

1. General

For local retailing Study II provides information on centers with growth potential on factors in that growth, and on characteristics of it. Study III must provide information about areas of the city which are or will be inadequately or overabundantly served by local centers. It must describe means for establishing or consolidating centers in these areas. It must also suggest ways of ameliorating the adverse effect on retailers and neighborhoods of anticipated decline where such decline is forecast.

2. Method

Specific study steps include:

a. a description of the centers with growth potential;

b. a description of city neighborhoods which are, or likely will be, inadequately concerned by retail centers;

c. recommendations for each existing or proposed center on the private actions, public policies, and administrative

adjustments which are needed to encourage growth. (Design, traffic exposure, financial subsidy, zoning, other codes, tax policy, capital formation, local organization, etc.) These recommendations will be framed with an eye to the competitive position of the centers vis-a-vis suburban shopping areas and the downtown retail center. Alternatives should be tested:

d. a description of centers in, or likely to be in, decline. For these centers recommendations on private actions and public policies which will alleviate the distress on entrepreneur and clientele of such decline.

Study IV. Summing-up: a projection of costs and returns.

The result of the first three parts of this study will be to establish the desired level of growth and the means by which that growth can be fostered.

It remains then to anticipate the costs to the City and the return to it of such growth, and if possible, the social and economic burdens and benefits.

The costs of municipal policies proposed and of private actions suggested should be summarized and compared to the available financial; legal, and administrative resources. Such comparison will indicate the speed at which change can be fostered. It will enable public and private administrators to make the best choice of alternative actions.
This summing-up of costs and of return--the method for doing it--is discussed and described in the Financing study, No. XIV.

I. PORT STUDY

GENERAL STATEMENT

The Port of Boston was once a mighty center of international, national, and regional trade; indeed, the Port played a major role in the development of Boston and the middle New England region. Activity in the Port reached a peak around the end of the nineteenth century and began to decline rapidly in the 1920's. Today Boston's Port is the least active of the five major North Atlantic ports.

The present condition and future of the Port is of significance to Boston for at least two reasons. First, the Port is still the center of a major segment of Boston's economic activity, although the nature of that activity has shifted in recent decades, particularly in regard to domestic water trade. Port activities are responsible for a great deal of primary and secondary employment; for instance, the Navy Yards in Charlestown is Boston's largest single employer.

Secondly, the Port and water-related activities occupy extensive land holdings at the center of the metropolitan region. The uses to which these land holdings have been put have often not kept pace with shifts in the economic structure of the Port and the region, with the result many of the holdings are underused, often occupied by obsolete structures and facilities designed to accommodate activities long since gone or changed.

This condition represents a cost to the City both in the sense of low tax returns from the properties and in the barrier which these obsolete and fragmented parcels present to better uses to which the land might be devoted, including industry, recreation, housing, and commercial development.

The study consists of a series of technical investigations aimed toward formulation of two major sets of policies:

1) Making the Port and its related activities as healthy and active as possible, thereby stimulating the maximum economic growth and employment in this sector of the City's economy;

2) Preparing physical development proposals for the Port and other ocean-bordered areas which will provide ample room and adequate circulation for Port-related industries, while freeing remaining land for better uses.

Because of the concentration of transportation and distribution facilities in and near the Port area and linkages between distribution and Port activity, it is imperative that the CRP "Economic Change" study of distribution give careful attention to potential growth of the railroad and highway freight industries. Findings from the distribution study must be tied into Port analyses. In its turn the Port study should provide findings and recommendations on land, structure, and location requirements for railroad and highway freight operations.

METHOD

(A) General Economic Base Analysis and Forecast of Waterborne Freight

The primary purpose of this phase is to forecast the level of shipping activity in the Port of Boston to 1980. This forecast requires several basic investigations into the factors which directly affect port trade.

The first effort is an identification of the generators and attractors of waterborne trade within the Port's immediate hinterland, and forecast of the level of their activity over coming decades. Locations of these users should suggest the boundaries of the Port's reservoir.

The second effort is an economic base analysis of the city, the metropolitan area, and the port region. This should be undertaken in order to forecast population, income, employment, manufacturing, wholesaling, and retailing change with particular emphasis on those factors which bear most directly on port trade and air freight forecasts. It is expected that economic base data will be provided by other research efforts, such as those of the MTC Regional Plan Project, The Federal Reserve Bank, and the Corps of Engineers. It is hoped that these studies will provide ample general data, and that the primary task for the Port phase of the CRP will be to adapt the data for the particular issues in question here.

The third effort is an investigation of those factors external to the immediate port region which will have a direct impact upon Port activity. This effort includes a forecast of the impact of anticipated institutional changes of a political and economic nature, including the development and expansion of the Common Market, the establishment of a Latin American Common Market, the rise of the developing economics of Africa and Asia, and the structure of tariff reductions. Similarly, the study should consider structural features in the U. S. Mid-west region which may affect international trade routed through Boston. Although long-term political and economic forecasts cannot be expected to be highly reliable, this investigation should attempt some alternative forecasts and should trace the impact of those forecasts on the Port.

Finally, this phase should make forecasts of the probable volumes of waterborne bulk and general cargo, by commodity groups, expected to pass through the Port in 1970 and 1980. This forecast will be based on the three investigations detailed above as well as on a careful study of recent cargo flows and changes in those flows as a result of new technological and structural changes (e.g. the displacement of oil as an energy fuel by other power materials such as gas, electricity, and atomic energy). Expecially important for development planning is the timing of such changes.

(B) Technological Developments in Marine Transportation and Goods Handling

This phase will analyze proposals for technologically advanced means of transporting goods by water and handling goods at marine terminals. The proposals should be evaluated for:

1) Feasibility - the costs and benefits of investment in given facilities.

2) Impact on the level of port trade - including the extent to which each proposal would make the Port of Boston relatively more competitive with other ports.

3) Impact on direct and indirect employment, and upon specific sectors of the economy of the region (e.g. a shift in demand from unskilled workers).

4) Impact upon the physical structure of the port, including the design of terminals, and the resulting shape of the port.

5) Impact upon channel requirements.

The proposals of goods movement will include examination of such proposals as containerships, super-tankers, hydrofoil cargo carriers, fishy-back, sub-surface carriers, along with technological modifications, like atomic power. Goods handling proposals will include automated handling facilities and improvements in traditional machinery, with application both to bulk and general cargo.

(C) Analysis of Waterfront Uses

This study will survey all land in the Port, selected points along the shore of the city and propoerties which are

included in the general port area (as designated by the Port Authority). Each parcel will be classified as to:

1) Present use
2) Structure type, floor area
3) Lot size, coverage
4) Ownership
5) Structure condition
6) Suitability of the structure to its current use - suitability to other (inc. original) uses
7) Planned changes in use
8) Assessed value

This study will provide important information for future planning in the area of the Port and along the City's shoreline.

(D) Passenger Vessel Terminal Requirements

This brief study will attempt to determine passenger terminal needs for the coming decades. To do so, the study will examine recent trends in passenger travel by water, and will forecast the future level of this activity. It will consider Boston's role, examine the capacity of existing facilities in the Port of Boston to accommodate current and anticipated activity, and suggest policies which will promote this activity in Boston.

Some attention will be given to commercially operated excursion travel, along with a general estimate of the need for space and facilities for this travel.

(E) Fish Industry and Facility Study

The thrust of this study is to determine the space needs of the fish industry in the Port of Boston to 1980. This study

will summarize the present condition and recent trends of the American fishing industry operating in the North Atlantic area. It will forecast future activity in the Boston area on alternative assumptions: 1) continuation of present trends, 2) changes in the technology of catching and/or processing fish, 3) government subsidy or assistance, 4) active cooperation between foreign fishing vessels and American processers, and 5) active competition between Boston and other New England ports for fishing activity.

The study will analyze the condition of the Boston fishing fleet, its terminal, and processing and distribution facilities within the Port. It will translate into space and structure requirements the forecasts of future shipping activity. It will provide a general cost-benefit analysis of the fishing industry, particularly with respect to investment in facilities and returns in terms of revenues and employment.

(F) Special Facilities for Trade Development Programs

The purpose of this study is to determine the feasibility of investment in facilities for trade development programs. In particular, the study will evaluate the proposal for a foreign trade center incorporating exhibition space, Port Authority offices, government offices, foreign consulates, foreign freight forwarding, brokerage, insurance, and foreign credit offices, foreign tourist and student information and meeting center, other foreign trade enterprises, and a

specialized merchandise and information exchange designed to encourage trade between this area and the lesser-developed nations of Africa, Asia, and South America.

A surevy of similar programs in New York and New Orleans can serve as a point of departure in an attempt to determine the likely value of such a program in Boston. However, the study must also consider the feasibility of such a project in light of the expected construction of such a center only 200 miles away from New York. Should the project appear feasible, the study should suggest appropriate sites for its development.

Secondly, the study should examine the feasibility of establishing a Boston foreign trade zone as a stimulus to international trade and to local employment. The survey should also suggest appropriate locations for it.

(G) Comparative Port Practices Study

Most of the previous sections of this Port Study have been focused upon the physical aspects of the port and its development. This section of the study is concerned with the non-physical policies within the port and the effect of these policies upon Boston's competitive position as a North Atlantic port. In particular, the study is concerned with those policies and practices which influence the routing choices of traffic managers among alternate ports.

The technique of the study would consist of a comparison of the cost, quality, and extent of services available to

shippers and importers at competing North Atlantic ports. Much of the investigation would be on labor costs and practices, productivity costs, pilferage, lost time, etc. The remainder would deal with the services available, port practicss and the schedule of charges levied.

A second aspect of the study would involve a survey of a select sample of traffic managers, either by questionnaire or by interview, and primarily in New England and the Middle-west, to determine which factors lead them to favor rival ports, and what kinds of policy changes could channel their business through Boston.

The emphasis of these investigations would be upon discovering those factors which can be altered by the Massachusetts Port Authority. The findings should be reported in the form of a series of policy recommendations.

(H) Potential Demand for Port Sites

This study has two prime tasks: 1) to determine the potential demand for bulk and general cargo marine terminals, and 2) to determine potential demand for port or waterside locations for industrial and commercial activities.

Determination of potential terminal requirements is essentially a synthesis of previous studies (A-F), translating the forecasts of port activity, the impact of marine technology, and the condition of existing structures into a statement of terminal size and types required by the Massachusetts Port

Authority and/or other public and private groups. This study will consider the magnitude of investment costs and the anticipated stream of revenues under alternative development programs. From this analysis will come a recommendation on action priorities.

The second task is essentially a market study to determine the demand for waterside locations. The task is to establish which industries are water-oriented or water-using, which are likely to require additional space in Boston, what is the magnitude of their land requirements along the water, and what private actions and public policies will support and further their growth. The study will include consideration of the magnitude of investment costs and returns under alternative development programs. It will provide a recommendation on action priorities.

A third, but minor task, is to provide a cursory analysis of the channel and water requirements for the coming decades based on the determination of port uses. Running through the conclusions and recommendations as to demand should be a careful underlining of the interdependence of the effort involved, the conflict which must be avoided, and the significance of effort in time.

(I) Port Land Use and Circulation Policies

As an outgrowth of the statement on demand, the Port Study should present recommendations on objectives, relation-

ships, and guides which can be used in the preparation of land use and circulation plans for the Port area or for land adjoining the City's shoreline. What is particularly important in this effort is to suggest the effect on land use and circulation of the choice among development actions - the chain effect of locating a world trade center in the area, or eliminating a major pier, for examples.

II AIRPORT STUDY

General Statement

The airport analysis is treated separately from the Port study because the problems of the airport and air transportation are essentially separate, except for incidental linkages, from port concerns.

In Boston's case, the airport study is essentially a study of Logan Airport, its facilities, its surroundings, and its relationship to the City's economy. The study will be concerned with the capacity of Logan Airport, it will identify the point at which landing capacity will be reached and new aprons will be required; it will review alternative locations for additional facilities, and establish the linkages of such facilities to Logan.

The study will be concerned with projections of airport use, with a translation of these projections into space and structural requirements, and with an analysis to determine the adequacy of access to the city and the metropolitan area. Some

attention will be given to the impact of emerging air transport technology.

Data from the study which is of regional significance will be made available to the MTC for use in its Regional Plan.

(A) Air Cargo Study

The first task of this study is to forecast the probable air cargo volumes through Boston to the year 1980. The forecast will include an examination of recent growth in air cargo movements and projections on alternative assumptions.

The forecast will involve consideration of the impact of technological advances (automated container movements, etc.) in cargo carrying on air freight volumes, the likely future pattern of cargo rates and the effect of various rate structures on movement. It will include review of the current level of government subsidy, and the effects of future shifts in government policy on air travel out of Boston.

A second aspect of the forecast will be the use of input from the Economic Change studies to identify the current major users of air freight. Future levels of freight movement will be inferred from projections of activity in major freight generating and attracting industries. Further, information about the structure of distribution should suggest likely future patterns of air freight use (e.g. the trend toward reduced inventories and greater reliance on quick shipments from

producers' stocks).

The other major part of the air freight effort is a translation of air technology and cargo volumes into physical terms. This translation should identify the cargo-handling capacities of existing facilities and the requirements for new facilities both to handle larger volumes of cargo and to accommodate technological advances in carriers and goods handling devices. Of particular importance are the requirements for terminal and loading space at or adjoining the airport.

The final part of this effort will be an estimate of the potential demand for space for airport, air-cargo handling, or air-user industries. This potential demand will be compared to supply of property in East Boston, and recommendations will be made on alternative means of handling future development. The magnitude of, conditions surrounding, and return from added investment will be suggested. Policies for encouraging alternative development programs will be set forth.

(B) Scheduled Air Passenger Service

The study of scheduled air passenger service is parallel to the air cargo study. The first task is to develop a forecast of air passenger volumes to the year 1980 under alternative assumptions, such as greater plane speeds, lower fares, larger capacities, etc. The forecasts should be translated into terminal requirements, other land requirements, and airport

capacity.

This effort will need to give particular attention to new forms of air technology which may affect passenger travel. The impact of Mach 2.2-3.0 aircraft should be examined not only for its effect on passenger loads and terminal requirements, but also for the probable noise effect on East Boston and a surrounding areas. Indeed the study should also examine the noise problem with respect to an increased volume of flights as well as use of the newer planes.

The passenger study should also examine the feasibility of VTOL (vertical take-off and landing) and STOL (short take-off and landing) aircraft and their impact on the airport and terminal facilities. It should examine alternative means for connecting several points within the city with each other, the airport, and outlying points on Route 128.

Finally, the proposed air traffic volumes should be translated into highway and subway traffic volumes in an attempt to spot possible movement inadequacies.

The result will be a program of alternative development courses, with description of advantages and disadvantages of each course, and with statement of the magnitude of and return from investment under each course.

(C) <u>General Aviation Service</u>

This study will attempt to forecast future demands for the accp,,pdatopm pf gemera; avcatopm servoce faco;otoes at Logan

Airport. It will be concerned mainly with private plane ownership and the demand for landing and servicing at Logan.

The analysis will identify the terminal and space requirements needed to meet the forecasted demand for services. It should determine the ability of Logan Airport to handle this traffic within the space and landing pattern requirements of scheduled cargo and passenger airlines.

It will examine the role of Logan Airport in relation to general aviation and will summarize the policy considerations involved in continuing the service or in routing it to outlying airports. Particular attention will be focussed on the requirements and proposals contained in the Federal Aviation National Airport Plan as it relates to the Boston Port District.

III PORT/AIRPORT AND CITY ECONOMY COSTS AND BENEFITS

The main purpose of this study is to examine the chain of costs and benefits resulting to Boston from the activities of the port and airport. The study will focus on the cost to the city of supporting activities under the jurisdiction of the Massachusetts Port Authority, and on the benefits to the city of economic activity carried out under Port Authority auspices.

The study will pay attention to costs resulting to Boston from the Authority's tax-exempt status and from operation of commercial enterprises on tax exempt property owned by the Authority. It will attend to the impact of airport and port operations and airport sounds on surrounding city neighborhoods.

IV DISTRIBUTION STUDY

General Statement

This study is concerned with the physical aspect of freighting facilities - the structures and location of such facilities. The distribution section of the Economic Change study focuses primarily on the structure of distribution activity, the changing patterns of interaction between the producer wholesaler, and consumer. These two Port studies of railroad and highway freight will accept as inputs the findings from the Economic Change study and will translate these findings into land use terms: structural types, locational requirements, space requirements, access requirements.

The physical aspects of the distribution study have been included with the Port studies because many of the facilities in question arelocated in or near the Port and have close linkage to Port activities, and because the Port study will conduct a similar physical survey of port land uses.

(A) Railroad Freight and Terminal Facilities

The railroad study should accomplish an analysis of railroad owned land and facilities, a forecast of freight movement, and a translation of these findings into land use terms.

The forecast of rail freight movement should result from past and current studies and the Economic Change analysis. It should be checked against similar forecasts made for truck,

ship, and air transport in an attempt to gain an accurate aggregate estimate. Estimates of the impact of technology on levels of freight activity and structural requirements for terminal facilities should be generally available from existing studies. Preliminary findings of the port, air, and highway freight studies will reveal many of the important linkages in rail freighting.

The study will undertake a survey of all real property owned or operated by the railroads within the City of Boston to identify the size of each holding and the nature of the facilities at each. In particular, the study should evaluate the quality of the various facilities with respect to the condition of the structures and the ability of those structures to meet the current and anticipated operating needs of the railroads. Secondly, the various facilities should be evaluated from the viewpoint of their importance to the railroad system, the possibility of consolidating several of them either within or beyond the city, and the possibility of converting existing holdings to other uses without materially harming the operation of the railroads. The study might also suggest in which places air-rights development over railroad facilities might be feasible, and the effect of these facilities upon the railroads.

Finally, the study should summarize the investigation with a series of findings on land, structural, and locational

requirements for railroad uses within the city.

(B) Highway Freight and Terminal Facilities

The highway freight study is roughly parallel to the railroad study: an analysis of existing facilities, a forecast of terminal requirements, and a summary in terms of space and location needs.

The forecast of highway freight movement will probably require more data gathering and analyses than the railroad forecast since there is less existing research to draw upon. Forecasts will use data from current and proposed economic base studies. A survey of highway freight technology - especially the trend toward piggy-back freight and other containerization ventures - should supply additional data about the level of freight movement and about likely terminal requirements. The Economic Change study should provide information about the existing structure of the trucking industry and about locational requirements in terms of linkages to other transportation media and to direct customers.

This study will undertake a survey of major freight terminals, centers for the major trucking companies, and terminals for the major commercial and industrial firms operating their own trucking facilities. It will survey trucking operations in Boston, East Cambridge, and the eastern part of Somerville in order to identify the size of the operation and the nature of the facilities at each.

On the basis of information from this and other studies and, if necessary, from interviews with selected commercial and trucking firms, the feasibility of consolidating highway freight operations at select locations, including South Boston, South Bay, and Charlestown can be evaluated.

The study should summarize its findings with a series of recommendations on land and space, structural, and locational requirements of highway freight facilities.

III. CRP - JOBS AND HUMAN RESOURCES

Boston, like other American urban communities, has simultaneously unemployment and jobs unfilled because of the scarcity of numerous skills. The persistence of this paradox and presence of a considerable low-income segment in the City's population impede the economic development of the area and the City's physical rehabilitation. This problem of un-and under-employment must be reduced if the City is to suceed in attracting new business enterprises and in rehabilitating its neighborhoods. The combined efforts of employers and of educational, social and other training services, public and private, are needed to solve this problem.

There are three aspects to the problem of matching the unemployment or the under-employed with job opportunities. First, the unemployed are often culturally deprived and socially poorly adapted to urban society. Second, employers who have job opportunities may not be equipped to employ the culturally deprived or socially maladjusted person nor to train them for employment. Third, the present educational and social services of the city may not provide the

kinds of training programs which the changing demands of the urban economy require.

Wide recognition, locally and nationally, of this situation exists and specific demonstration programs to attack it are already underway in Boston. Among these efforts are:

(1) A training need survey being conducted by the Boston College Bureau of Business Research for the Division of Employment Security of the U. S. Labor Department;

(2) A training and employment program being sponsored by ABCD under a grant from the Office of Manpower Development and Training; and

(3) The Boston Public School - ABCD programs subsidized by the Ford Foundation.

These particular programs provide specific kinds of information and experiences which will be of help in the CRP studies.

The Jobs and Human Resources Study in the CRP will provide necessary information on which to base training programs for the types of jobs for which there will be a demand.

Part 1. Projections of Employment Opportunities - Future Demand for subprofessional and Non-managerial Jobs

A projection of future types of subprofessional and nonmanagerial jobs must be made in order to establish the necessary scope and characteristics of training programs. MTC and CRP studies on economic change will provide information on the growth potential of the various industries in the Boston metropolitan area over the next decade. This information will be available on a firm by firm basis for several industries. For other industries refinements of the economic change data will be required.

Out of this effort will come a projection of job opportunities both vertically by industry and horizontally by type of job. For this phase of the study, a probability sample of potential employers in business, industry, government and institutions will be selected.

A list of types of jobs for which there are currently manpower shortages will be developed. This list will include potential jobs, full-time or part-time; it will be projected forward in terms of anticipated

job opportunities to 1980.

The findings of the current Boston College MDTA study will be particularly useful for selecting the sample and developing the list of types of jobs. Interviews with a sample of employers will be conducted to determine current and projected manpower needs, with special emphasis on the target list of job types. Information will be gathered as to the specific qualifications required for a sample of specific jobs within each of the target job types. A summary of the list of job types will be prepared for use in other studies.

Recommendations also will be made for methods of keeping lists of job types current, and auspices under which that inventory can be kept.

A special aspect of this study will be an examination of tasks which need to be done but are now neglected or now unfilled because of inadequate pay. Of special interest will be opportunities in municipal services, The principal purpose of this effort is to establish whether these tasks can be performed by people who are candidates only for part-time or intermittent

employment, housewives, for example, and retired persons, among others.

It is essential to point out that this phase of the study cannot content itself only with projections of the future or opportunities in growth industries. It must be concerned as well with the immediate job opportunities wherever they are, and with personnel shortages in industries where growth is not foreseen. To these industries the same techniques of analysis will be applied.

Part II <u>Analysis of Requirements of Employers</u>

In order to assess the factors responsible for the actual hiring, samples of specific job openings will be selected:

(1) A sample of previous job openings which were subsequently filled will be studied to determine how they were filled, with what kind of person, where he came from, and where he was trained and how closely his qualifications fit those required; and

(2) A sample of current openings will be followed for a period of six months to

determine what openings are filled and by whom - that is, with what kind of person, where he came from, if and where he was trained and how closely his qualifications fit those required.

Consultation with a representative sample of employers will be held to establish what changes, if any, could be made in their recruitment, hiring, training, and up-grading programs to enable them to employ deprived and disadvantaged people. The kinds of supports, monetary or other, which these employers would require if they were to carry out changes in their hiring and up-grading programs will be explored; a design of such a helping program for one or more major firms will be formulated to be undertaken as a demonstration as soon as the study of CRP is completed.

Part III <u>Review and Recommendations for Public and Private Training Programs</u>

In order to determine what happens to people who come out of training programs and the relevance to actual work obtained, samples of segments of the labor force will be analyzed; unemployed adults,

school drop-outs, graduates of academic high schools without further training or education, graduates of special vocational training programs, and graduates of technical training schools or programs, among others.

A sample of unemployed persons who applied at the State Employment Service during the year 1962 and who were not placed in a job by the SES will be studied and traced to determine their level of skill and education [illegible], what employment experience they had at the time of the application and the employment experience thay have had since. Samples of 1960, 1961, and 1962 drop outs from the Boston Public Schools will be selected, traced and studied to determine what, if any, job skills they have acquired subsequent to dropping out of school and what, if any, employment experience they have had since that time. Samples of each of the other labor force segments referred to above will be selected and studied in the same way. If it is methodologically possible, underemployment as well as unemployed persons will be included in these samples, since the former also are potential candidates for training programs.

An inventory of the public and private training programs in the City will be made, with particular emphasis on the programs of the public school system. These programs will be evaluated in light of the findings of Parts I and II above.

Recommendations will be formulated for changes and additions to training and hiring programs and for other social and vocational services needed to bridge the gap between required skills and the abilities of the unemployed or under-employed. These recommendations will take into account employer training programs and programs underway and planned by agencies such as the Massachusetts Rehabilitation Commission, the Manpower Training and Development Program, the State Employment Service and private agencies.

Part IV <u>Implications for Physical Facilities</u>

The expansion and/or revision of programs will have implications for the types and locations of private and public vocational training facilities. The size and location of the new school of business education proposed by the School Committee will depend in part on the programs to be taught.

This study on Jobs and Human Resources should indicate insofar as possible the implications for the location, size, priority in construction, relation to other facilities, etc. of both private and public training facilities.

IV. CRP: HOUSING - REHABILITATED AND NEW

One of the key objectives of Boston's Development Program is to rehabilitate the City's residential neighborhood through the improvement of existing and the construction of new housing.

In the last three years, considerable progress towards this objective has been made. The BRA has already undertaken the task of stimulating rehabilitation in renewal area; in other parts of the City rehabilitation is going ahead under private auspices. New housing also is being constructed in locations and for income groups that have not been served before. Extensive experience has been gained in the process - on financing, disposition, building materials, and other elements of the job of constructing new housing.

These beginnings must not be extended throughout the City on a widespread basis. The process of rehabilitation and housing production must be rationalized and applied wholesale. That is the task ahead.

It is mainly a task of "doing". But in the process of "doing" so far, questions have come up which can benefit from investigation in the CRP. Furthermore, it is apparent that the need for improving housing in the City is vast and the resources for tackling the task limited. How can these resources, public and private, be expanded? What kinds of legal or administrative changes are required to make good housing

available to more of Boston's people? Where should the City put its efforts to do the most good for housing? It is to these questions that the CRP Housing study will be addressed.

Housing is not an abstract commodity. It has utility only to people, specific people with specific needs. A program for improving housing must be in tune with people's aspirations and their capacities to achieve them, otherwise the people vote for the suburbs by moving, as 100,000 of Boston's residents did in the decade 1950-1960. Therefore, the CRP Housing study begins with an estimate of what the demands for housing of Boston's residents is likely to be in the coming years. It then looks at the obstacles in the "market mechanism" which impede their obtaining the kind of housing - obstacles like lack of information, social prejudices, low income. It cursorily examines the existing housing in the City, suggests types of housing for which there is likely to be continuing demand and states a housing policy for the City. Finally, the Housing study looks in detail at some processes of rehabilitation and new housing production in order to identify changes in codes, new legislation regarding financing, and other techniques which can help to expedite rehabilitation and the production of new housing on a widespread basis.

1. <u>Housing options: What do people want and what can they get?</u>

   a. Develop methods for estimating population flow into

out of, and within the City.

People are moving around. Who is moving into and who out of the City's neighborhoods? How many people? What are their characteristics? At present the decennial census is the only source of this information. It is important to know this also for the years between censuses. This phase of this Housing study is closely related to the "Profile of Neighborhood Change" study, and may in fact be developed in it.

In order to make estimates of future neighborhood populations, consideration must also be given to the factors affecting housing choice. Why are people moving?

b. Review the future employment pattern (this will be obtained from Economic change studies) to ascertain type of employment and income and relate this to the type of population and its requirements for housing in various parts of the City.

c. Identify social values and other special variables which affect housing choice and define the local market, such as attracting institutions (City Hospital for the disabled and for interns and nurses), ethnic identification of areas, etc.

2. <u>The market mechanism: For whom does and does it not work?</u>

a. Minority groups: Survey and analyze the existing pattern of residence of Negroes and other minority groups, including an appraisal of the effects of social barriers on free housing choice, (This has been largely completed.)

b. Low income: Determine the type and approximate number of people who are not adequately served by the private market.

c. Lack of information: Do people know how to look for housing? Are prospective householders aware of the possibilities open to them? Would a municipal clearing-house for housing information be useful, for low income and elderly, for relocatees, for people wanting to invest in rehabilitation?

3. The City's housing supply: Present and future

a. Record new construction, demolition, conversion in various parts of the City to update 1960 Census of Housing; develop current inventory of number and characteristics of housing units and methods for keeping this inventory up to date.

b. Develop sampling techniques for determining and projecting the utilization of housing in various parts of the City, i.e. vacancies, cost, etc.

c. Identify the potential for rehabilitation

1) suggest areas and building types attractive to

persons interested in rehabilitation. Indicate bases for selection.

2) Develop criteria for selecting priorities among areas for public assistance for rehabilitation.

3) On the basis of Historical Conservation, Municipal Housekeeping studies and other BRA work, define the City's objectives for rehabilitation, as opposed to requirements of housing, building, and other codes.

d. Estimate additions needed to present housing stock.

On the basis of the goals stated in the Development Program, the guidelines of the General Plan, and the analyses of the CRP, make proposals for additions to the housing stock - for public and private housing, sale or rent, various family sizes, and in various general locations.

4. The production process: rehabilitation

a. This is now going on in the City under three auspices: public housing, private housing with public guidance, and private housing with no public stimulus. These three approaches will be reviewed to ascertain the volume of rehab, the prerequisite conditions (vacancies, stable neighborhood or in transition upward, etc.), the potentialities for accomplishing more, and obstacles in the way of doing so.

b. One of the crucial items in rehab is its cost. This study will examine at least three aspects of rehab costs to see how they might be reduced:

- materials: pre-fabrication, mass ordering or installation.
- financing: are present programs adequate to meet owner's ability to pay? What new aids are required e.g. special private risk funds?
- codes and standards: can these be modified to reduce costs and reach a greater potential market?

c. Rehab is a private activity and depends on consumer interest in undertaking it. This CRP study will establish techniques for large-scale (sample) family surveys in rehab areas to provide guidelines on rehab attitudes, ability to pay, etc. Also the CRP will evaluate the services currently being provided to consumers in rehab and Improvement Areas and recommend ways of making these services available on a widespread and less intensive basis.

d. Rehabilitation of a neighborhood is more than the fixing up of a house. Public improvements and services must be available or provided to sustain the private efforts. What are the requirements for public improvements? What

level of services must be maintained? How do other local policies, e.g. tax, affect rehab? This aspect will be related to CRP studies on Recreation, Municipal Housekeeping, Financing among others.

5. The production process: new housing

The production of new housing involves:

- sites
- technology
- organization of the construction process
- financing
- design
- codes and standards
- public services and improvements
- public policies, e.g. tax

Each of these will be examined to determine if any obstacles to expediting production exist. Solutions to be examined may include, among others:

- a housing land bank
- creation of special private fund on neighborhood basis for financing new construction

6. Requirements for achieving objectives:

a. Fiscal requirements, private and public

The level of private investment required to maintain rehabilitation and new housing production at desired level

will be assessed and the adequacy of present sources, financing techniques, etc. determined. New ways of tapping funds will be suggested, if necessary.

Requirements for public expenditures related to housing will also be determined, in part on the basis of other CRP studies, e.g. Municipal Housekeeping.

b. Legal and administrative requirements

A summary of the proposals developed in the course of this study will be prepared, suggesting changes in codes, new legislation, new forms of services such as a municipal clearing-house on housing, special programs to expand housing opportunities for minority groups, etc.

The CRP Housing Study will be carried out by the staff of the Boston Redevelopment Authority, with assistance from consultant(s) on methods and special aspects on a per diem basis. Stimulation and direction on this subject is also expected from one of the "idea men" described in the CRP organization.

CRP - PROFILE OF NEIGHBORHOOD CHANGE

GENERAL STATEMENT

A city's development program has to be flexible. It has to be continually sensitive to changing conditions in various city neighborhoods. Thus, commitment can be varied as conditions warrant.

Faced with a multitude of pressing demands for immediate action and with limited resources from which to respond, development officials must establish priorities among programs. To set priorities, they must have accurate information on needs. When actions are taken, and these actions favor one geographical area or one segment of the city over another, sufficient justification of such action must be available.

From time to time it is necessary, too, to measure the progress that a city is making toward its goals. It is necessary to examine the impact of specific actions on particular areas, to gauge the usefulness of such actions.

Most important, there must be a continuing calibration of the city's pulse--a tale of its changes which public officials and civic-minded citizens can read to know what to do next.

At the present time, means of ascertaining annual change in the economic and social characteristics of Boston's neighborhoods are not available. Comprehensive information becomes available only once every ten years, 2-3 years after the decennial census, and then some of that information is of questionable reliability and, because of changes in reporting, only moderately consistent.

The need is for accurate and up-to-date information about the physical, social, and economic state of the City and its neighborhoods

at any point in time. The need is for data which is of use to decision-making, which is gathered regularly, which is aptly arranged, and which is readily available to those who need it.

Objectives of the study:

The purpose of this CRP study is to determine the kinds of indicators of change which decision-makers can utilize; to ascertain whether those indicators can be prepared on a continuing basis; to set reliable and consistent methods for composing and presenting indicators, and to propose organizational structure for accomplishing this service. In short, to design and test a process.

Method:

I. Select the indicators of change which will be appropriate to decision-making in the development process.

The first step is to do intensive interviews with principal public officials and private citizens whose work routines are of significance in the development processes. A review of literature on development processes and correspondence with successful decision-makers in other cities will be conducted.

The purpose of this effort is to sift out of a wide range of experience those indices of change which practitioners of development feel would be crucial to effective decision-making in support of growth.

The indices could consist of changes in delinquency patterns, changes in assessments, increased sales in local retail outlets, increase in vacancy rates or in car ownership, or liquidations of small businesses. There may be a host of other factors. The essential point is that this research should carry no bias in favor of existing data nor manifest any reluctance to explore possible new indices.

II. Do a reconnaissance of existing research and survey operations to establish availability, in pure or synthesized form, of the desired indicators.

This step involves an intense scrutiny of all data on city conditions coming into city, state, and local federal and private agencies. This scrutiny should establish which indicators are now available.

- Some of the indicies may be available in existing surveys without change;
- Some data may be available with refinement or rephrasing;
- Other information may be useful only through synthesis, or by combination;

The caveat in this effort is reliability, validity, consistency, and continuing availability.

This step will conclude in a statement of the indicators available from existing surveys.

III. Create ways of gathering new data for desired indicators.

It is anticipated that several of the desirable indicators of change are not now available to decision makers through any existing research or survey processes carried on in the city. For these indicators the study must achieve a method of collection.

A. Office and field analysis will be done for each proposed indicator to establish information sources.

B. Techniques will be suggested to capture information on a continuing basis. One-time studies from anywhere in the nation will be examined for clues to method. The query will be: Can the desired indices be collected either in pure form or in form usable subject to rephrasing, synthesis, or combination?

IV. Assure the continuous presentation of indicators of change to the decision-makers.

Whether created fresh or available now in existing data, the desired indicators must be:

1. Effectively arranged in format and measured for speedy interpretation in decision-making;
2. Continuously available.
3. Reliable and valid, and consistent.

To assure these goals, the CRP study must recommend in detail the route from raw form to presentation.

- Who should collect what particular information and what physical means shall be used for collection? This question to apply both to created indices and to existing indices.
- What statistical processes shall be established to construct indicators out of crude data and who shall be responsible for this construction? In this connection, it is understood that some of the information may be directly translated into indicators.
- What form shall the indicators take for presentation to decision-makers?
- What administrative process shall be established to assure both regular and emergency transmission of indicators to the various practitioners?

V. Examine the application of electronic data processing to the continuing profile of changes.

If it is found that a useable profile of changes can be presented on a regular or emergency basis to development practitioners, then the study should investigate the use of computers.

The question is to what extent computers can be employed in:

a. collection and arrangement of data

b. construction of indicators

c. transmission of information

d. memory

Computers will not be considered unless faith in the indicators is firm.

In regard to computers the study will determine;

a. what speeds and storage capacities?

b. shall service be contracted, rented, purchased?

VI. Test the hypothesis: the first Profile of Neighborhood Change

To this point the study has worked its way by induction. A hypothesis has been created. It must now be tested.

The test should be of all of the indicators. It will have to cover a reasonable period of time, and it may have to operate on some assumptions as to past years. For that reason, the test has limits.

The test should establish the sureness and swiftness of the method and the usefulness of each indicator.

It would be advantageous for the test to cover the entire city, and thereby present in complete form the first profile of neighborhood change.

VII. Estimate costs and make recommendations

The final task of the study will be to compare costs to returns.

It may be that although the indicators are useful, the cost of production is too great to sustain the effort.

The study should be prepared to consider alternatives--a lesser number of indicators; a greater tolerance of error; a lesser distribution. It should do a cost and return balance sheet for each alternative.

In this connection burdens other than dollar costs may have to be weighed. How regularly can certain field surveys be performed? What are the problems to existing survey and research groups of providing desired data? Can trained personnel be found to perform the service?

A study of process such as this must not be biased toward a favorable recommendation. It must be coldly objective at every step.

It must never become another mad gallop into computer seas; it must not produce what no one uses. Above all, it must understand process in the context of the city as it is and the goals of development as they are stated. Always, the question must be written large: does this indicator tell a story about change in the social, economic, political, or physical cloth of the city?

VIII. Sample of characteristics which will be examined:

Characteristics of physical structures

Land use
Building conditions
Vacancies and abandonments
Occupancy
Building facilities
Market values

Social Characteristics

Population
Age-sex distribution
Birth/death rates
Family sizes
Schooling - enrollment in school or years completed
Migration patterns
Housing
  renter or owner
  dollar rent paid

Car ownership
  mode used in journey to work
Welfare rates

Economic Characteristics

Individual characteristics
  income
  Labor force status
  weeks worked
  occupation
Business characteristics
  number of firms in each category
  employment by firm
  sales by firm
  new stores, expansion, vacancies, business failures

VI. CRP RECREATION

At the end of the last century Boston was in the forefront of the nation in the development of a comprehensive park and playground system. Open spaces acquired at that time still serve as the major recreation areas in the City. Since then land acquisition for park purposes has been on a spotty, piecemeal basis. Facilities in the City have also not been utilized to best advantage because well planned and staffed programs have been lacking.

In recent years, the Metropolitan District Commission has taken over a number of the City's recreational areas. The overlapping of functions and jurisdictions of the City and the MDC has led to a duplication of facilities in some areas and a dearth in others.

Past Studies

1950 Boston Planning Department
Preliminary General Plan for Boston - This is the last official general plan carried out on a City-wide basis. Since then only unpublished district and City-wide plans have been developed.

1955 The Boston Municipal Research Bureau:
Boston's Recreation Needs - The report covers many phases of planning operations, staffing programs and facilities. The recommendations of the study are mainly organizational and for the most part are still valid; few have been carried out.

1956 Metropolitan District Commission
Development Program: Parks, Reservations Recreational Facilities - A comprehensive report for the development and improvement of facilities operated by the Metropolitan District Commission.

1963 Boston Redevelopment Authority
Renewing Boston's Municipal Facilities
Capital Improvement Program 1963-1975
Outlines the major expenditures for the improvement of existing facilities and for the construction of new facilities owned and operated by the City of Boston.

The Proposed Recreation Study

There is a clear need for a comprehensive study of both recreation programs and facilities. Past studies are either out-of-date or cover only a limited aspect of the recreation problem.

This proposed study in the CRP will prepare a detailed program for the development and operation of regional and local facilities within the City--a program which updates past studies and ties together project plan proposals and the Capital Improvements Program with proposals for recreation activities of public and private agencies such as Action for Boston Community Development and the Metropolitan District Commission.

Part I. Determination of Boston's Public Recreation Objectives

(1) An investigation will be made of national trends in park and recreation development. The influence of such factors as increased mobility and leisure time and other factors which are part of the changing philosophy of recreation will be reviewed. Heavy reliance will be placed on existing published material such as the Outdoor Recreation Resources Review Commission reports and National Recreation Association studies, supplemented by local data as available. The role of the central city in performing regional recreation functions will be considered; and the place of recreation facilities in meeting the needs of people living in an urban environment will be given special attention.

(2) Review, evaluation and conclusions of program objectives and techniques in cooperation with the School Department, Metropolitan District Commission, Parks and Recreation Department, the Boston Housing Authority, the Boston Public Library, U.C.S. voluntary social agencies and church-sponsored recreation programs. The types of activities, desired levels of participation, and operation periods during the year will be determined.

Part II. Development Guidelines and Standards

Conclusions from Part I above will be translated into a set of guidelines and standards. These guidelines and standards will form the basis for recommending the improvement of existing facilities and for the acquisition and development of new areas. Guidelines will be developed for the location and distribution of each type

of facility and basic site and equipment requirements. Prototype designs will be developed as appropriate for such areas as school playgrounds and playfields.

Part III. An Inventory and Evaluation of Existing Facilities and Areas

(1) A complete inventory and evaluation of all existing public and semi-public recreation facilities within the City as listed in Part I will be made. Inventory information will include such items as size of facility or area, relation to surrounding areas, equipment available, condition, use of facility by different age groups, staffing, cost of maintaining, etc. The work will be undertaken by field survey and review of existing records. Useful information will be gathered by a recreation "census" including the residence of people who use the facilities.

(2) A review of recreational opportunities outside the City of Boston and their availability and use by Boston residents, use of Boston facilities by Metropolitan population.

Part IV. An Evaluation of Potential Facilities and Areas

An investigation will be made of under-utilized lands in the City now and potentially available such as South Bay, the Islands, the Neponset Valley, the Dorchester and East Boston waterfronts, and other smaller areas to determine their recreation potential. Possible activities and facilities, development problems, preliminary cost estimates, methods of financing and timing will be investigated. The work will be closely coordinated with the City School Department, Parks and Recreation Department, the Metropolitan District Commission and other agencies and political jurisdiction.

Part V. Program Administration

(1) An inventory and evaluation of all recreation programs sponsored, promoted, or supervised by departments or agencies listed in Part I.

(2) Determination of the responsibilities of each department and agency listed in Part I for the recreation program will be undertaken in cooperation with these departments and agencies.

(3) A review of the current staffing of the Parks and Recreation Department: Administrative questions concerning salary, duties, qualifications, use of volunteer leaders, maintenance, and in-service training programs will be investigated.

(4) A review of existing state and city recreation legislation to determine if changes are needed to clarify operating responsibilities, strengthen programs and improve operating efficiency. If appropriate, recommended legislation will be proposed.

Part VI. A Comprehensive Program of Action

The work of the first four parts will be assembled into a single report outlining a comprehensive program of action. Specific recommendations will be made for the staffing and improvement of each City-operated facility and as appropriate for other facilities. Recommendations will be developed for the cost, budgeting and timing of the City's program.

Separate sections will be prepared for each district of the City.

Organization

The study will be undertaken by the BRA staff and by ABCD. ABCD will prepare the sections pertaining to administration and programming and provide general consulting and review services for other section. The BRA staff will prepare the other parts of the study and provide coordination with other departments and agencies.

Consultant(s) with particular skills in the recreation field will be hired on a per diem basis to review the study procedures, to assist in the interpretation of inventory materials, and to evaluate the proposed programs.

At appropriate intervals the findings and recommendations will also be reviewed by the Mayor's Recreation Advisory Committee.

VII. CRP - HEALTH AND RELATED SERVICES

Boston is the medical headquarters of New England. Private medical administrators are expanding and changing their concepts of service to the community. The Commonwealth also is constructing new facilities in the City and undertaking new programs requiring different kinds of physical accommodations. The population of the City is changing in composition and its medical needs.

Meanwhile in the midst of these new facilities, new programs, and changing needs, the health services provided by the City have remained essentially the same. The City's health problems and the administration of the health department were last surveyed in 1948 and few changes have occurred in the past decade.

ABCD will undertake a two-year study of the public and private programs needed to meet the City's changing health needs. Emphasis will be placed on raising the levels of service in the areas having the poorest health record.

The ABCD study will develop the guideline for specific health programs and services to be provided by the City of Boston.

The CRP study will complement the ABCD study through focussing on the facilities required to meet the City's health programs. It will evaluate the existing health Centers and other health realted facilities in light of the proposed programs to determine what modifications are needed. It will also propose a program for the construction of new health facilities.

This study of health facilities is important for continued progressive change in several ways: First, the health needs of the City's residents must be met if the neighborhoods are to be attractive places in which to live and if the people are going to participate actively in the rehabilitation of their neighborhoods. Secondly, several existing health centers are underutilized; before new ones are constructed as proposed in the City's Capital Improvement Program, their role in meeting current and future needs should be evaluated.

Proposed Study

The CRP study will deal only with facilities which provide out-patient, office call, or referred services. Insofar as some of these facilities are also concerned with recreation, this study will bear close relationship to the recreation study of the CRP. The following will be evaluated in terms of programs and organizational structure offered by the ABCD study:

A. Private Out-Patient Facilities

Out-patient medical services are provided to the City's residents by non-profit hospitals and private clinics as well as by public institutions. These private facilities will be surveyed to determine their capacity to meet future health needs, specifically in terms of: the services provided; the number and residence of persons served; their plans for the future in terms of meeting out-patient needs, new clinics or programs planned; and so forth.

B. Public Out-Patient Facilities

Out-patient services are available also at City Hospital in the South End, at various health centers throughout the City, and through the local public school. These public facilities will be analyzed in terms of their utilization (over-crowded, underutilized), the kinds of services provided in terms of programs proposed by the ABCD study, the cost and efficiency of operation, and so forth. The location, size, design, and equipment requirements of these out-patient facilities will be reviewed in terms of standards of national medical societies.

C. The Health Center's Role in the Neighborhoods

Office-call and referral services of a kind essential to a family's well-being, but not within the "physical health" definition are rendered by both private and public agencies. One purpose of this study will be to determine which of these services, as proposed by ABCD, should be provided in multiple-purpose health centers. (Among others, legal aid, day care, new arrivals reception, emergency care)

The health center, as a multiple-purpose vendor of social service occupies a place in a community's life akin to recreational centers but different from schools, fire and police services. That role is one of individual service to people who seek help for some difficulty. It will be a function of the ABCD Study to clarify

the significance of that role in Boston, to contrast it with recreational centers and schools. Once done, then the CRP study must establish criteria for locating and siting centers and standards for their design.

D. Program for Health Facilities

A program for the modification and/or new construction of public facilities will be recommended. (Also the future role of the school department in providing health services will be suggested.) Proposals for the further development of private facilities will also be made. The Study will indicate the priorities and cost in accomplishing the program.

The study will be carried out through a contract with Action for Boston Community Development.

VIII. CRP: MUNICIPAL HOUSEKEEPING

Good property maintenance, public and private, is a key factor in the City's progressive change. Adequate municipal services and well-maintained public properties stimulate high standards for private maintenance. The two combined are a support to rehabilitation, the production of new housing, the purchase or rent of existing homes, and the rental or construction of commercial quarters or factory space.

The report of the Boston Municipal Research Bureau, Improving Our Neighborhood: A New Approach to Code Enforcement, 1962, recognized the problems of conserving the City's older neighborhoods. As a result of this report, the Office of Neighborhood Improvement was established and systematic code enforcement in one pilot area has been initiated.

Many problems in municipal housekeeping go beyond code enforcement, however, and still remain to be tackled. They are problems of standards, of processes, of private rights and duties of administration, of public agencies, and of costs.

The purpose of this CRP study is to determine what are adequate standards for public and private maintenance, how these standards can be maintained, and what new ordinances, programs, procedures, etc., are required. Above all, the purpose of this study is to suggest new avenues for solution of this age-old urban problem of "somebody else's poor housekeeping.".

Specifically, the study will focus on:

1. Standards (and their adequacy) for public houskeeping and maintenance, with special attention to differentials due to varying densities, street and parking patterns, income and social characteristics, housing standards, etc.
2. Techniques for implementing these standards, including a review of current practices and equipment now used and improvements in both.
3. Standards (and their adequacy) for private maintenance as reflected in various codes and ordinances (distinguishing between minimum legal requirements and objectives and customs in different neighborhoods.)
4. A review of present code enforcement programs and recommendations for changes which will contribute to effective neighborhood maintenance.
5. Techniques for encouraging voluntary improvements of private property maintenance on a widespread basis; and other new legal or organizational tools which will assist in maintaining private property (for example, a private pay-ahead scheme for periodic house-painting).
6. Implications of proposed standards and techniques for the <u>design</u> of streets, street furniture, parks, parking lots, and other public areas, new equipment, etc.
7. Role of private industry in providing services

The following public responsibilities will be investigated as part of this study:

1. Garbage and trash collections:
2. Street cleaning;
3. Snow removal;
4. Rodent control;
5. Tree planting and maintenance;
6. Maintenance of public lands, public buildiings and property free of trash, debris, abandoned cars, etc.

The following problems related to code enforcement will be reviewed:

1. Garbage storage;
2. Maintenance of private property free of trash, debris, abandoned cars;
3. Maintenance of private buildings;
4. Special problem areas such as rail lines, expressway embankments, etc;
5. Air pollution;
6. Water pollution.

This study will outline a program for municipal housekeeping which will:

1) indicate the requirements for implementing the proposed public and private standards; personnel, financial, administrative, equipment requirements;

2) recommend procedures for - processing complaints, coordinating activities of various city departments, stepping up code enforcement, etc;

3) suggest new codes, legislation, or other "teeth" needed to maintain standards;

4) recommend special programs: clean-up campaigns, self-help community organization, etc., which can contribute to effective maintenance;

5) recommend specific means by which continuing technical assistance can be rendered to private parties;

6) Recommend adjustments in the role of private enterprise in providing municipal housekeeping services;

The study will be undertaken by Boston College in a one-year period. As the work progresses, reviews will be held with the City's Public Works Department, Real Property Department, Health Department, Parks and Recreation Department, Fire Department, Office of Neighborhood Improvement; with appropriate state agencies; and with private groups such as the Municipal Research Bureau, ABCD, and the Mayor's Clean-up Committee, and State and federal agencies concerned. Field surveys will be made. Residents of various neighborhoods will be interviewed and renderers of services contacted. Practices of other cities will be checked. Staff provided by Boston College will include a person experienced in public administration and a research analyst. Consultants

experienced in code enforcement, public health, and other specialized fields will be utilized on a per diem basis.

This study on Municipal Housekeeping will have bearing on a number of other CRP studies: Housing-rehabilitation; Jobs and Human Resources; Financing. Close contact with these studies will be maintained.

In the event that federal funds become available or are presently being used to carry out one or more aspects of this study (e.g., air pollution), these aspects will be deleted from this study.

CRP - PARKING

Renewing the city is a process of adapting it to contemporary requirements. Boston is singularly obsolete with respect to its adaptation to the automobile. On-street parking is practiced in almost all residential neighborhoods, impeding street cleaning, snow removal, and other municipal housekeeping services. In business areas the dearth and maldistribution of parking spaces leads to double-parking and illegal parking, causing further congestion. Boston's obsolescence and blight cannot be remedied without a sound program for the improvement of parking.

The purpose of this proposed CRP study is to define the parking needs of the City of Boston covering both the residential areas, which are one terminal of nearly all trips, and the business and industrial areas, which are the other terminal of most trips. A very important segment of the proposed CRP study will be determination of possible and practical means of providing necessary parking for the several different kinds of terminal areas described below. Underlying the need for knowledge of the magnitude of this problem and the means of solving it is the fact that there are few things more frustrating to proper development and use of any area of the city than

inadequate parking, hazardous to pedestrians or noxious to the eye. Older residential districts are particularly deficient in this regard.

The Boston Regional Planning Project will develop the basic transportation needs of Boston and the metropolitan area through its origin and destination studies and other studies. It will provide, on a broad zonal basis, total demand figures which can be translated into general parking needs. It will not, however, deal with the amount of parking required, the administrative problems of parking, nor will it address itself to the basic principles of establishing adequate parking areas properly connected physically to the street system. These aspects are to be the main object of this proposed CRP study. (The CRP study will not select specific sites for parking areas).

The study will develop the following principles, standards, and programs:

A. For Residential Areas

1. Quantitative standards for residential off-street and on-street parking both for new housing and rehabilitated housing appropriate for various areas of the city.

2. Standards of design, location and layout of various types for typical situations which can be

expected to be repetitive throughout the residential areas.

3. Administrative and economic means of providing such parking, including private corporations, public action, free or metered, night parking bans, etc.

B. For Commercial Areas

1. The general magnitude of parking required to serve areas of the City in various uses and density--downtown, local shopping centers, etc.

2. Standards of design and location in typical situations, particularly with respect to connections to the major transportation system.

3. Nature of organization, financing and administration entering into the provision of such parking and its operation.

4. General policy considerations concerning what agencies, private or public, should provide parking, and what types of facilities should be used.

C. For Institutional Areas

1. Parking standards for various types of public and private institutions, in the major institutional areas in the City, including open or

garage, location, and relation to other uses and facilities.

2. Policies with respect to public participation in the provision of parking for institutions.

D. For Over-All Control of Parking Activities

1. Questions of rate regulation, distribution of kinds of spaces, enforcement of parking regulations, and other parking development controls will be considered.

2. A program will be formulated indicating the amount of public and private parking to be provided, the time sequence, cost, and proposed method of financing.

3. The anticipated impact of this program on other modes of transportation and on development goals will be stated.

During the course of this CRP study it will be necessary to cooperate with the Real Property Department, which is the public parking agency for the City of Boston; the Traffic and Parking Commission which, among other things, is charged with detailed study of specific parking locations; the City Public Works Department, whose street and highway work relates to parking matters; and the Boston Regional Planning Project.

It is proposed that this study be undertaken primarily under direct staff supervision of the Transportation Division of the BRA. It will require assignment of approximately one and one-half persons during the one-year study period for an estimated staff cost of $20,000. This staff will analyze whatever data is collected or is available and will investigate legal and economic questions.

Consultation will be required for the collection of specific field data concerning present practices and the existing over-all magnitude of the problem. Legal and economic consultation may also be needed. Where applicable, the study methods set forth in the procedure manuals of the National Committee on Urban Transportation will be followed. Data collected in the course of the study will be assembled and stored in such fashion that it can be updated in the future and can be reanalyzed for specific parking projects as they arise.

CRP: STREET CLASSIFICATION, SUFFICIENCY AND STANDARDS

There is good evidence that one of the causes of blight is the use of streets for purposes for which they were not designed, for example, large volumes of truck traffic on shopping streets (Mass. Ave.) or truck traffic on residential streets (South Boston). Streets in poor repair, hazardous intersections, congestion are other contributing causes to the deterioration of areas in the City. It is the purpose of this Street Sufficiency Study in the CRP to formulate a program to remove these conditions on a systematic and City-wide basis.

Beyond this, there is a need to adjust the City's street pattern to the expressways and other transportation facilities now under construction or planning. A Plan needs to be made for the allocation of potential traffic to certain routes so that other areas and streets in the City will remain protected and stable and so that the program for street widening and improvement can proceed on a solid foundation.

Basically, the work to be undertaken in the CRP will consist of a classification and assessment of the existing condition and utilization of streets in the City, proposed standards for their reconstruction, and an annual program for their improvement until 1975. The classification and

and sufficiency data are essential to enable the City properly to evaluate street improvement and maintenance needs and to program such activities in relation to renewal actions and anticipated changes in land uses and in the major transportation network. Once established, such data can be continually up-dated and always available for analysis and inclusion into renewal projects and other improvement programs. The standards which will be developed will include not only standards for the safe and efficient movement of vehicular traffic in accord with the planned function of the street but also standards for treatment, development and landscaping and the visual aspects of control, alignment and appurtenances which have an effect upon the integration of the street into the overall design and nature of the area which it serves.

There is now underway a federally financed Boston Regional Planning Project (MTC) which will develop the basic highway and thoroughfare plan for the entire region including the City. This plan will deal with major traffic volumes and overall arterial and expressway systems in the City. Primarily, it will indicate the need for new major construction and/or traffic control and regulation of such systems. This CRP study will incorporate the data and plans of the Boston Regional Planning Project for the major

transportation elements of the City. Furthermore, this study proposed for the CRP will supplement the Boston Regional Planning Project by providing the basis for estimating needs on those portions of the street system which serve the major arterial system. Without duplicating data collection efforts of the Regional Planning Project, it will be necessary nevertheless to undertake considerable data collection on land service streets which constitute the greatest portion of the total mileage of the City street system and which cannot otherwise be properly evaluated.

Significant quantities of field data necessary to this study have or will also have been collated through GNRP studies and Renewal Projects. In those cases, it will be necessary simply to arrange the information in standard city wide format. New data will be obtained only for those streets and areas not included in already completed studies.

This proposed CRP study will develop the following information:

(a) The proper classification of every street in the City on the basis of the service it provides and its utilization.

(b) The structural, accident and traffic volume

conditions on each street in the City as they relate to its ability to perform its function.

(c) The expected changes in the function of various streets in the City as they will be affected by circulation plans developed in the Boston Regional Planning Project, by land use plans developed by the BRA, or by other prospective changes in the City. This phase will result in an affirmative plan for the use of various streets, in particular those to be used as the primary truck routes and those intended to carry public transportation vehicles.

(d) Standards of functional design and visual treatment necessary and proper for the various street classifications and the extent to which the existing streets in the system are sufficient or insufficient with respect to the standards.

(e) Changes in methods and techniques of financing and administration of the street system that are desirable and necessary, including any needed legislative action.

(f) Program: magnitude, sequence, and costs-for street improvements to 1975.

Study work will be coordinated with the Boston Regional Planning Project, Metropolitan District Commission and will be done in participation with the Boston Public Works Department. All studies relating to GNRP and renewal projects previously conducted by Staff or consultants for the BRA will also be coordinated.

The study will be conducted under the direct staff supervision of the Transportation Division of the BRA aided by the design planning staff in respect to treatment and integration of streets into the area of service. Staff requirements are estimated to be approximately one full-time chief planner from the Transportation Division and one half-time principal designer from design planning during the one-year study period for a cost of approximately $15,000. The major data collection portions of the study will be conducted by consultants.

Consultant activity will consist of data collection, following generally the procedure manuals of the National Commission on Urban Transportation with respect to "Inventory of the Physical Street System" and "Standards for Street Facilities" whenever applicable. Additional consultation on the proper treatment and integration into land service areas will be required. Legal aid in the analysis of administrative, financing and legal matters concerning the street system will also be necessary.

XI. CRP: UTILITIES

Boston is an old city, and one of the oldest city systems still in use is its combined 'sanitary and storm) sewer system. In this century the main sewer and storm interceptors of the City have been operated by the Metropolitan District Commission. Service and trunk lines are still under the care of the City, however. The condition of many of these lines is not known. Most of the 100 year old lines have never been inspected, and the only time the City discovers their condition is when one collapses and creates a major expenditure.

Previous Studies

1963 - Water, sewer and storm drainage, police and fire communications systems for the GNRP areas (excluding Downtown North and Charlestown). These studies are in progress by Charles A. Maguire and Associates; they are investigating existing conditions and will make recommendations for the improvement of these systems.

1962 - Water, sewer and storm drainage, police and fire communication systems for the Charlestown GNRP area - Engineering studies carried out by Whitman and Howard and Edwards and Kelsey.

1961 - Water, sewer and storm drainage, police and fire communication systems for the Downtown North area - Engineering studies carried out under contract with I. M. Pei Assoc.

Proposed Study

The purpose of this study is to provide an evaluation of the City's major network of public utility systems (water, sewer, fire and police communication) on which the programing of improvements and capital expenditures can be based. Expenditures for these utility improvements may constitutea large demand on the City's total resources; thus it is important that their magnitude and priority be known in order to fit them properly into the City's overall program. The study will be coordinated with earlier work accomplished for the GNRP areas.

Scope of Study

1. Arterial water system

   a. An inventory and investigation will be made of existing arterial lines, generally 24 inches or larger, all high pressure fire servies lines, all pumping stations, all syphons, reservoirs and storage facilities of the City of Boston. The study will include information regarding the size, materials and location of the facilities; capacities and physical condition will be determined from available data and field surveys.

b. An analysis and projection will be made of the past and future consumption of water in relation to the capacity of the major arterial lines described in (a) above.

c. Recommendations, based on the data obtained above and on land use studies prepared by the BRA, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

2. Arterial sewer and storm drainage

a. An inventory and investigation will be made of existing trunk mains and interceptors, generally limited to 48 inches or larger, all pumping stations and the approximate location of manholes serving the above described lines. Capacities and physical condition will be determined from available data and field surveys.

b. An inventory and investigation will be made of the City's tide gates not studied in other recent investigations. Their operating condition and their effect on stream and harbor pollution will be determined.

c. Recommendations, based on the data above and on

land use studies prepared by the BRA, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

3. Police and Fire communication

   a. An inventory and investigation will be made of all police and fire communication lines, including installation of power sources and switching terminals.

   b. An investigation into types of police and fire communications used elsewhere will be made to determine whether or not they are appropriate and feasible for Boston.

   c. Recommendations, based on the data above and on land use studies prepared by the BRA, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

The study will be done by a qualified engineering consultant and in cooperation with the Public Works, Police, and Fire Departments. The amount of the consultant contract is based on costs experience gained in the GNRP and project areas.

CRP: PROGRAM FOR HISTORICAL CONSERVATION

Boston abounds in buildings and areas which have historical or special value. Many of these historic sites are of national importance connected with significant events in the birth of the United States. A "Freedom Trail" linking these sites in central Boston has been established and is a popular tourist attraction.

As an old city, Boston also has buildings and areas which are significant, not because of historical events, but because they represent periods in the country's architectural and social development. The identification and evaluation of these buildings and areas can add a dimension to and vastly enrich the meaning of renewal actions taken today.

Retaining the flavor of the old Boston for the future through the judicious retention and rehabilitation of significant features of the City's past has been one of the important goals of the Development Program from its inception. In 1961, the Mayor formed the Boston Historical Conservation Committee. This Committee has undertaken to identify the historic buildings in the city which should be preserved. So far, the Committee has worked primarily in priority renewal areas because of the urgency of identifying significant landmarks in them. A survey

of historically-significant buildings throughout the City is also underway and will be completed in the fall of 1963.

The purpose of the historical conservation study in the CRP is to develop a program of activities, integrated with the city's renewal program, for the revitalization and conservation of historic buildings, throughout the City. The objective of such a program is to bring Boston's rich history into active and appropriate use today.

The full content of this program will be formulated in the CRP. It will consist, among other things, of the following activities:

I. Selection and Evaluation of Buildings, Landmarks, and Areas of Historic or Special Value throughout the City

This inventory must be based on the purposes for which it is to be used, described below in II., III., and IV.

The identification of this inventory is substantially complete now. Charlestown, Downtown North, Downtown, and the South End have been surveyed in considerable depth; the other areas of the city have been surveyed cursorily and some additional field work will be required to select areas which merit special attention. The criteria on which these surveys have been based must also be spelled out.

More important, however, this inventory must be put into a format which can serve a variety of purposes. Text, photographs, slides and possibly movie film should be available for the structures and areas in the inventory. Further research and evaluation may also be required to make the inventory useful.

This first phase of the historical conservation study will also result in an exhaustive annotated bibliography of the resources available on the architectural and physical history of Boston. Much work in this area has already been done by many different groups over many years; this past work will be taken into account in this study.

II. Advice on Rehabilitation

One of the goals in rehabilitation is to retain or restore the integrity of the original structure for appropriate current uses. This study in historical conservation will develop guidelines for the rehabilitation of various residential structure types. Through pictures and sketches the original forms will be illustrated and schemes for the rehabilitation will be prepared for the interior and exterior of structural prototypes. Historical knowledge will also be brought to bear upon the redesigning of whole blocks or streets in selected areas of the city, with a view to retaining the historical

dignity while adapting the neighborhood for current life. Areas of the City which especially merit rehabilitation. from the viewpoint of historical conservation will be indicated.

Consideration will also be given to the conditions under which moving historical structures to new sites is desirable.

This phase of this study will be coordinated with the CRP study on rehabilitation.

III. Promotion of Economic Uses

The most serious obstacle to historic conservation is the obsolescence of old structures and areas in terms of economically productive activities. And the most important task of the historic conservation study is to find, stimulate, organize and promote economic activity which will maintain the old areas.

Often historic research uncovers institutions or individuals who have ties to particular structures, e.g. the founder of Colby College, Maine, was born in an old house in Charlestown, or the printer's union has an interest in Ben Franklin's haunts. These ties can be mobilized to restore and maintain historic structures and put them to active use. In other parts of the city, like the Back Bay, the economic utility of existing structures

requires broader analyses from a real estate as well as historic standpoint. Proper presentation and promotion of historic buildings and areas can turn them into prestige locations for suitable activities.

This aspect of the study will consist of identifying the types and specific structures which are threatened on economic grounds and finding, through personal discussion and other entrepreneurial activity, potential economic uses for them. The legal aspects of historical conservation will also be reviewed especially with respect to potential legal controls over structures not in "historical districts".

IV. Education for Local Pride and Civic Awareness

Historical material usually arouses great interest among the residents of Boston. It stimulates local pride, strengthens neighborhood identity, and, from the standpoint of the Development Program, it assures the citizens that the Program is concerned about the continuity of the city in time.

The inventory developed as part of this study can be utilized in a number of ways for public information. It can be organized into walking tours for tourists, or presented in lecture form to civic groups or libraries or schools. The historical conservation study will organize several public presentations in the form of tours, lectures,

brochures, or possibly articles for local or national publication.

This study will be closely related to the Boston Historical Conservation Committee which will review the methods and products of this study. The many local historical associations, as well as national associations like the National Trust for Historic Preservation, will also be contacted for advice and resources as appropriate.

The study will be carried out by the staff of the Boston Redevelopment Authority. Consulting services will direct and suoplement staff efforts. This Historical Conservation study will collaborate with the Housing (rehabilitation) and the Economic Change (tourism) studies in the CRP in areas of mutual concern.

XIII. CRP: SURVEYS - LAND USE AND CONDITION

It is proposed in the CRP to prepare city-wide data and maps of land use and building condition. This is essential for programing rehabilitation, new housing, and economic activity.

Much basic information essential to city-wide renewal has been gathered recently in the ten GNRP Areas. For them, building condition and land use surveys have been completed and mapped.

However, for the Improvement Areas, with the exception of Dorchester, no surveys have been made by the BRA. The last land use survey of these areas was made in the late 1950's by the Boston City Planning Department. These have not been mapped in a uniform format; and they are not sufficiently current or detailed for renewal programing purposes.

Proposed Study

Part I. Land Use

Survey data of interest for the CRP which are available from agencies other than the BRA will be collected. In particular, the land use surveys and studies which have been initiated recently by the Boston Regional Planning Project (MTC) will be utilized and combined with those already in the possession of the BRA. Any gaps in the land use information will be filled by field surveys.

It is anticipated that field work will be required to supplement MTC land use data in all the Improvement Areas except Dorchester. Information will be gathered and tabulated on a parcel and block basis. An inventory of vacant, unutilized, and tax title land and facilities will be included. If base maps with parcel lines become available, they will be used for mapping the land use data; otherwise, existing base maps at four hundred feet to the inch showing blocks will be used. A generalized city-wide existing land use map will also be prepared, both for display purposes and for reproduction.

The field work, tabulating and any mapping will be done through a consulting contract. BRA staff will supervise and will make spot checks to ensure accuracy.

PART II. Building Condition

Comparatively little work is needed to complete the study of building conditions in the City, since the surveys of the areas which are known to be more severely blighted than the rest have been finished. What remains to be done is to identify dispersed, small pockets of blight which may exist in the Improvement Areas, and to prepare a city-wide map which provides a context for evaluating particular areas. The first step toward this end will be the collection and recording of information gathered previously by the BRA and other agencies,

particularly mapping of the data on building conditions in the 1960 U. S. Census. This information will be recorded on a block basis for the City as a whole, and on a census tract basis for the metropolitan area.

Field work will be required to supplement available information on condition, especially for non-residential areas of the City outside of the Downtown area. Evaluation of the condition of industrial and commercial facilities will be based in part on the potential re-use of these areas. For this part of the study, the findings of the Economic Change Study will be invaluable.

Part III. Analysis of Vacant and Unutilized Land

The inventory of vacant and unutilized and tax title land compiled under Part I will be analyzed in terms of ownership, zoning, topography, availability, size of parcel, etc. The best utilization will be determined in the light of proposed surrounding development. This analysis will be carried out by BRA staff.

Part IV. Continuing Surveys

A method will be developed and proposed for recording the data to be obtained in Parts I, II, and III above in such a way as to update it regularly and to revise maps accordingly. This proposal will take into account procedures described in "Profile of Neighborhood Change."

CRP: FINANCING THE PROGRAM

Purpose of Study

The financing study is intended to examine the short and long-range impact of the Development Program and the recommendations of CRP studies on the public and private finances of the City.

A determination will be made of the demand which progressive change will put on the city government's fiscal resources, its manpower, and its administrative structure. Ways and means of meeting the demand within appropriate time periods will be recommended, and the return to the City from growth will be compared with costs.

An estimate will be made of the call which progressive change will make on private markets, corporate investment, and voluntary agencies' resources. Ways and means of responding to this call within appropriate time will be offered.

The thrust of the study is twofold:

1. toward a comprehensive summary of impact, interaction and return
2. toward an imaginative approach to the discovery and use of all possible resources to accomplish objectives.

Information and Methods

The study will commence with examination of the city's fiscal resources, as administrative processes, and the private sector's financial and investment structure. Out of this analysis will come data and questions bearing on other CRP studies- caveats, analytical tools, questions to be resolved.

As each CRP study is completed, its recommendations will be fed into the financing study hopper. Economic change proposals, housing recomendations, improvements in public services - each of these studies will have its financial truths which must be adjusted to each other in terms of what can be done in the next decade.

The General Plan, the City's annual development programs, specific urban renewal plans, the capital improvements program 1963 - 75, the workable program - these and their implications are further statements of change which must be reconciled within the CRP in terms of requirements on and return to the city and to private investors. The Redevelopment Authority's Handbook of Revenue Sources, summarizing available revenues for particular public programs applying to the City will be a stepping off point

for a methodical analysis of all possible sources of help. Also other pertinent research and records, such as those of the Assessing Department and the City's Collector-Treasurer, will be surveyed.

Estimates of future costs and revenue sources will be based both on a regression analysis of trends to 1975 from the base period 1951-1963 and on an analysis which relates these trends to population served, income of population, employment in City, impact of Development Program, and so forth. Discussions with pertinent officials and the detailed knowledge of public and private finances held by the study staff will be used to modify projections of base period date.

1. Analysis and projection of levels of City services

General analysis will be made of the range of services now provided by the city government, the importance of each in the operating budget, and the costs to the individual citizen-taxpayer expressed in tax rate or per capita figures for broad categories. Changing trends in these will be outlined and comparisons with other cities made. On the basis of recommendations of other CRP studies, other City studies and other Development Program

statements, a summary synthesis will be made of the future realignment of these services: The reallocation of functions among city agencies on a logical basis for operating economy and efficiency; reduction or elimination of outmoded, unnecessary or duplicatory services; impact of new public and private investment on existing operations; justified transfers of functions to other governmental jurisdictions. Suggestions will be made of how to accomplish these recommendations, and outlines of suggested legislation and/or administrative orders will be prepared.

On the basis of Development Program, General Plan, and the CRP studies, proposals will be made for services not now provided by the City for which demand now exists or is likely to arise by 1975. Opinions will be stated as to the justifications for the City assuming these services, including estimates of costs and returns. This will include expansion and upgrading of present services which may be inadequate. It is not the purpose of the study, however, to analyze the operations and management of each city department nor to evaluate the administrative effectiveness of departments.

2. Projection of operating costs

Projections will be made of overall annual operating costs including drains on City resources such as MTA, MDC, etc., based upon

(a) current trends assuming minimum change

(b) the assumption that recommended reorganization of services, construction of capital improvements and other renewal action in accordance with Development Program, General Plan and CRP objectives are achieved.

3. Projection of capital expenditures

Expenditures for capital improvements on the part of the City, the MTA, MDC, etc., will be projected on the basis of information obtained from the respective agencies. (An analysis of City borrowing will be provided by the BRA staff) Yearly reimbursements due under current state and federal legislation will be calculated to enable a yearly projection of net funds required from City revenue.

4. Projection of tax base

The city tax base will be projected estimating annual losses and gains in real property values both by current trends and by anticipated Development Program stimulation. This phase will be

particularly coordinated with CRP Housing and Economic Change studies. It will include estimated taxable increases in property value caused by rehabilitation and upgrading of property as well as new construction. Analyses will be made of the application of alternative property tax formulas to Boston, of the trend toward tax-exempt uses of land, of the potential impact of the use of Ch. 121 A, and of the potential development of a "land bank." The effect of temporary loss by BRA-acquisition of land pending redevelopment will be considered. Legal effects of yearly tax base level on debt limits will be related to analysis of City borrowing provided by BRA above, including estimates of taxable personal property. In the projection of tax base, it may be necessary to develop new and better methods of making such analysis and projections. Development of these methods will be a first step in the effort.

5. Impact on future property tax rate

Analysis and projections to 1975 will then be made of the annual property tax rate, based on calculations of changes in tax base, changes in operating costs, and in capital funding. Consideration

will be given to possible new sources of revenue and realistic evaluations as to what, when, and how much the city could expect. Present sources will be analyzed to project possible increases. These include state and federal distributions, reimbursements, excises (including Ch 121A property excises) and fees. The possibilities and limitations of increased rates for these non-real property taxes will be evaluated.

6. Requirements for private investment

Necessary private action as proposed in the Development Program, General Plan, and CRP studies and renewal project plans will be reviewed from the standpoint of:

- estimated investment of funds and other resources:
- impact of investment on local corporate structures, banking, and other financial institutions:
- impact of private commitments on construction and development enterprises:
- capacity of these various private enterprises to meet the demands and alternatives under which they can meet the demands:

- impact on voluntary agencies and their capacity to meet demands.

It may be that the private sector needs only minimum attention, its capacity on appraisal being ready to the task. On the other hand, significant change in ecomomic, social, physical patterns may mean sizeable adjustment in private effort. In the latter case this study will have to suggest imaginative proposals for adjustments in private mechanisms.

7. Financial Program

A financial program for implementing the Development Program will be prepared. It will consist of a revised local Capital Improvements Program; proposed capital spending by other governmental jurisdictions; recommendations for potential new sources of revenues; transfers in functions between governments; borrowing, tax collection procedures and fiscal practices; proposed new legislation or administrative practices; and other public measures required to carry forward the objectives of the Development Program. This financial program will be stated in terms of a yearly sequence of actions. For the private sector changes in investment and

money management mechanisms and structure may be proposed, with suggested timing of such changes.

8. Organizational structure and costs

The work will be performed either by the Boston Municipal Research Bureau or by private consultant under contract to the BRA. (The Boston Municipal Research Bureau will provide a continuing advice on tasks and techniques and findings of the Study). Liaison with the BRA will be maintained throughout and review undertaken by the Capital Budget Office of the BRA and the City Supervisor of Budgets as necessary.

Estimated Costs
(Figures include overhead)

I.	Economic Change	$ 250,000
II.	Port	200,000
III.	Jobs and Human Resources	100,000
IV.	Housing - New and Rehabilitated	150,000
V.	Profile of Neighborhood Change	75,000
VI.	Recreation	50,000
VII.	Health and Related Facilities	25,000
VIII.	Municipal Housekeeping	25,000
IX.	Parking	75,000
X.	Street Sufficiency	100,000
XI.	Utilities	300,000
XII.	Historical Conservation	25,000
XIII.	Surveys	75,000
XIV.	Financing	80,000
	Total	$1,530,000

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